IMPORTANT LETTERS

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(From October 1953 to July 1960)

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MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION
GOVERNMENT OF INDIA
NEW DELHI
JULY 1961

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ADMINISTRATIVE ORGANISATION

Letter No. CPA/62/53, dated March 10, 1954, from Community Projects Administration (Planning Commission), New Delhi, to all the Development Commissioners/Directors of Community Projects of State Governments.

Subject.—*Integration of Tribal Welfare Activities with the N.E.S. Programme.*

Some of the areas taken up for development under the Community Project and National Extension Service Programme include backward tracts inhabitated by tribal people. The development of these tribal areas is probably being carried out under a separate scheme called the Tribal Welfare Scheme, administered by officers designated as Directors of Tribal Welfare in the State Governments. The development work being done under the tribal scheme covers all the items of development provided for in the N.E.S. Programme and in the absence of proper coordination between the two, there is every likelihood of the activities of the two organisation overlapping each other.

2. The matter has been considered by the Community Projects Administration in consultation with the Commissioner for Scheduled Castes and Scheduled Tribes, and it is considered that in all N.E.S. Blocks which include tribal areas, Tribal Welfare activities should be integrated with the development activities under the National Extension Service Programme. The following arrangements which are considered suitable for securing proper coordination are suggested in this connection.

(i) At the State Level, the Development Commissioner, who will be the leader of a team of all heads of Development departments in the State, may coordinate the activities of the Tribal Welfare Directorate with the activities of other Development departments, and ensure that there is no overlapping. The Directors of Tribal Welfare need not be subordinated to the Development Commissioners.

(ii) At the Block level, if the Tribal Welfare Department has a local officer incharge of the centre, this officer may be regarded as a Block Level Specialist for tribal welfare and work under the general control and supervision of the Block Development Officer. He will receive directions in technical matters from the Directorate of Tribal Welfare at the State Headquarters. In other words, in N.E.S. Blocks, where tribal people predominate, and tribal welfare work is being carried on, instead of three subject matter specialists at the Block Level (in agriculture, animal husbandry, cooperation and panchayats) there will be four, and the fourth Specialist will be incharge of the tribal welfare.

(iii) Where actual work is entrusted to a non-official organisation, there should be no difficulty in the way of this being continued under the supervision of the Block Development Officer. The Block Development Officer is working under the Sub-Divisional Officer and the Collector and this arrangement will ensure complete coordination at the Block, Sub-Divisional, District and State levels.

3. It will be appreciated if the suggestions made above are implemented in order to bring about the necessary coordination of development work under the two programmes. Action taken in the matter may please be intimated to this Administration in due course.

Copy to the Commissioner for the Scheduled Castes and Scheduled Tribes, Government of India, Ministry of Home Affairs, New Delhi.

2. Planning Commission.

LETTER No. CPA/58/53, DATED THE 7TH JULY, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATES EXCEPT BOMBAY).

SUBJECT.—*Administrative Organisation at District Level.*

I am directed to forward herewith extracts from a Circular No. CDB 1053, dated 18th March, 1954, issued by the Government of Bombay explaining the functions of the District Officers in the Community Development and National Extension Service Blocks.

ENCLOSURE

Extract from Circular No. CDB 1053, *dated* 18*th March,* 1954 *issued by the Government of Bombay, Political and Services Department Secretariat, Fort, Bombay No.* 1.

2. The Community Development and National Extension Service Programme is a programme of all the Welfare Departments and not of a single Department. The administrative organisations set up at the State, district and project levels for the implementation of the programme are not intended to work as or develop into a separate Department. Government would, therefore, wish to emphasise that the Heads of Departments concerned with rural development are as much concerned with the carrying out of their normal departmental activities in the areas of Community Development and National Extension Service Blocks as they were before the introduction of such projects. Government would also like to reiterate the instructions issued in Govern-

ment Circular, Development Department, No. CDP-1051, dated the 24th September, 1952 and to add that the officers of various Departments connected with the development work in all fields should not only continue their normal activities in these areas but have an obligation arising out of the opportunities offered, to intensify them with the additional funds and resources available, through and with the help of the extension personnel. The Project Officer, Prant-*cum*-Project Officer or the Prant Officer in charge of the National Extension Service area is, no doubt, the co-ordinating authority working directly under the supervision and guidance of the Collector who is ultimately responsible for the successful implementation of development programmes in these areas. The technical personnel employed on the project staff is under the administrative control of the Project Officer, but the Heads of Departments have a concurrent jurisdiction over such personnel in respect of their performance in technical matters.

3. The Heads of Departments are, therefore, requested to issue necessary instructions to the officers and technical experts under them to keep closely in constant touch with the co-ordinating officers, study the programmes of work approved for these areas, examine the possibilities of further enlarging and intensifying the activities of their Departments and prepare concrete schemes in respect thereof in consultation with the Collector, the Project Officer, the Prant-*cum*-Project Officer, the Prant Officer in charge of the National Extension Service area as the case may be, and the Project Advisory Committee. The Collector or the Project Officer should, wherever necessary, arrange to obtain Government approval to such schemes. In the actual execution of these schemes also, the responsibility of the District Officers is not by any means reduced, so far as their technical side is concerned. They should, therefore, closely supervise and guide the execution of these schemes through the project staff and bring to the notice of the Collector any delay or difficulties in their execution and suggest to the Collector remedies to overcome them. He will then take necessary action to set the matters right.

4. The Heads of Departments are, therefore, requested to explain the position clearly to the District Officers and Technical Experts under them and also to ensure that they carry out their duties in the manner indicated above. They are also requested to report to Government in the Political and Services Department every six months through their respective administrative Departments that they have personally satisfied themselves that the District Officers under them have properly discharged their duties in these areas. They are also requested to take prompt action against the defaulters and report to Government the action so taken. First such six-monthly report should reach Government in the Political and Services Department by 1st July, 1954.

LETTER No. CPA/5/P/55, DATED THE 6TH DECEMBER, 1955 FROM COMMUNITY PROJECT ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Constitution of District Planning Committees—Association of Superintendent of Police.*

Please refer to para 7 of the Administrator's monthly letter No. 9/55 dated October 28, 1955 (extract reproduced below) regarding association of the Superintendent of Police with the Project Advisory Committees.

> "I am also wondering if Heads of all Departments at the District level, including the Superintendent of Police, are being made to play their part in these Committees. The Superintendent of Police although he has a regulatory function should be an equally welcome addition to the rank. We should try to ensure that law-abiding citizens do shed their fear of the Police. Participation of the Superintendent of Police in Project Advisory Committee's proceedings may strike a beginning in that direction."

2. The Project or Block Advisory Committees function in relation to the Projects or Blocks, whereas the Superintendent of Police is a District Officer. He should, therefore, be treated as a District head of a Department like others belonging to the Development Departments like Agriculture, Cooperations etc. for purposes of inclusion as a member of the District Committees which include the latter. The purport of the above recommendation is that the Superintendent of Police be associated with the District Planning Committees or District Development Committees or Boards rather than the Project or Block Advisory Committees. This may kindly be noted.

LETTER No. CPA/5/P/56, DATED THE 15TH FEBRUARY 1956, FROM COMMUNITY PROJECT ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS AND DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS ADMINISTRATIVE ORGANISATION.

SUBJECT.—*Constitution of Project and Block Advisory Committees.*

Please refer to this Administration's letter No. CPA/167/52 dated September 8, 1952, on the above subject (copy enclosed for reference).

2. The suggestions made therein with regard to the constitution of the Project Advisory Committees comprising of all non-official local element, were designed to establish a suitable machinery at the village level for ensuring effective participation of the people in the Planning and execution of the development programme. The suggestion for nominating a few members from the local panchayats and cooperative

societies on these committees, was made as a purely interim measure, pending their replacement by duly elected representatives. Experience so far gained of the working of these Committees has shown that for various reasons, these committees are not functioning effectively. The working of these committees also came in for criticism by certain Members of Parliament in the course of the debate in the last session on Shri Raghubir Sahai's resolution regarding setting up of a committee to examine the working of the Community Projects. In the evaluation report on the second year's working of Community Projects, the Programme Evaluation Organisation have also made the following observations on the subject :—

> "The suitability of an "Advisory" body which is a group of representative persons, but has no representative character in the particular context of a planned programme of rural reconstruction has been called into further question by the generally disappointing experiences of the second year of its working Project Advisory Committee continue to be ineffective, and in many projects they are virtually non-existent. Meetings of the Committee do not take place for months together and when they do, they are confined mostly to routine business. The general attitude on the part of the members has been one of indifference and lack of interest, and where interest has been shown, this is very often of a parochial, sectional or even personal kind which has proved more of an impediment than a help in the programme. The objective of securing participation in development work of representatives of the departments concerned on the one hand and of the people on the other for which these committees were constituted, is not being realised. The very large composition of most committees is partly responsible for their ineffectiveness. To get over this difficulty, measures like constitution of Project Executive Committees (Andhra, Madras) or formation of a working committee (Assam) have been attempted. Block Advisory Committees have also been constituted to help the Project Committee in one project (Orissa) but experience with these too has not been satisfactory.
>
> The whole concept of the composition of these committees, though not of their functions, which as the last Evaluation Report pointed out should in fact extend to full participation in project or block planning, would seem to require revision. In keeping with the emphasis on organised democratic action, the only appropriate uncleus round which the Advisory Committees can be built up should be the executive committee of the corresponding territorial unit of local self-Government.

This should be further strengthened by the addition of suitable official members, and coopted or invited members from among legislators and the other categories of members who are now represented on the Advisory bodies. It would be a good practice not to confine the presidentship of this committee to the collector, but to throw it open to Chairman of local bodies concerned. Making local bodies principally responsible for all local planning and execution has an abiding value. The formation of Advisory Committees built round their Executive Committees would underline their responsibility and would make for some regularity and realism in their operation. At least in a few places this pattern is well worth a trial." (para 68 and 69).

3. The matter has been reconsidered and it is felt that the time has now come to introduce an elective element in these committees. The following suggestions are made in this connection for consideration of the State Governments :—

(1) The M.L.As. and M.Ps. should henceforth sit on the District Development Committee, their attendance at the meetings of the Block and Project Advisory Committees, being optional with them. This is necessary on account of the increase in the number of Blocks. It is becoming increasingly difficult for M.L.A.'s and M.P's to go on attending these meetings, in view of other urgent preoccupations.

(2) Local members of the District Board, representatives of Co-operative Societies, social workers etc. may continue to figure in the Block and Project Committees as at present.

(3) The Panchayats in the Block or Project should now be asked to send one representative from each Panchayat to the Block Advisory Committee. The total number of Panchayats in a Block will not exceed 20 to 25. The size of the committee will not, therefore, be too large for effective work. Where Panchayats are not yet operative, *ad hoc* bodies like Vikas Mandals may be asked to send representatives or, alternatively, if a smaller committee is desired for efficient working the Presidents (Sarpanches) of the Panchayats in the Block may be asked to elect and send five of their number to the Project/Block Advisory Committee.

4. It is requested that the matter may be carefully reviewed and the above suggestions placed before the State Development Committee and their comments and suggestions furnished to this Administration at a very early date.

LETTER NO. CPA/5(5)/P/56, JULY 28, 1956, FROM GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Functions of Project/Block Advisory Committees after the completion of the project period.*

Will you please refer to paragraph 5(c) of the Main Recommendations and Conclusions of the Fifth Development Commissioner's Conference at Nainital, forwarded with Community Projects Administration letter No. CPA/21(4)/P/56 dated June 9, 1956? It was stated therein that the Administrator, Community Projects Administration gave out as his opinion that the entire responsibility for the planning and execution of programmes may be entrusted to the non-officials in the *post-intensive* stage, that the official machinery should develop and activise popular institutions during the programme period so that these institutions may take over the entire responsibility in the post-intensive stage, and that this question would require further examination. A note by the Community Projects Administration regarding the programme for the post-intensive period was also discussed and approved by the Nainital Conference, *vide* paragraph III(e) of the Notes on Agenda, and para 3(e) of the Main Recommendations.

Will you please also see paragraphs 27 to 29 of Chapter VII of the Second Five Year Plan under the head "District Development Administration", which indicate *inter alia* the recommendations of the Planning Commission regarding the constitution and functions of the Advisory Committees constituted for Development Blocks or Talukas. The following observations of the Planning Commission are particularly important :—

"Although the functions of district development councils and block or taluka development committees will be advisory, they should be given a considerable amount of initiative in suggesting the details of various programmes and the distribution of resources within the general scheme approved for the district by the State Government. Their work should be suitably planned, they should be consulted before programmes are finalised, and their reviews of work done in the field should take place at regular intervals. Their special responsibility will be to ensure that the maximum amount of public co-operation and participation are secured, that the various programmes operate so as to be complementary to one another, and that disadvantaged sections of the community benefit adequately."

2. It is clear that the Project and Block Advisory Committees have a specific role in the implementation of the Five Year Plan. In the

Community Development Programme during the post-intensive phase, one of their main functions will be to advise on the planning and approval of schemes under local works and social education in respect of which separate financial provision has been made for a period of three years for Projects/Blocks which have completed their period of operation, *vide* Community Projects Administration letter No. CPA/13(18)/P/56 dated the July 10, 1956. The Block Advisory Committees will therefore be continued, and efforts will be made to develop these progressively into self reliant and self motivating institutions of people in the Blocks such as can fit into the Local Self Government pattern of the future.

LETTER No. MCD/5(8)/P/56, DATED JANUARY 25, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Constitution of Project/Block Advisory Committees during the post-intensive phase.*

Please refer to this Ministry's letter No. CPA/5(5)/P/56 dated 28th July, 1956 wherein it was emphasised that efforts should be made to develop the Block Advisory Committees into self-reliant and self-motivating institutions of people in the blocks such as can fit into Local Self Government pattern of future. The matter has been further considered in all its aspects and it is felt that in order to enable the non-officials to play a more effective role and undertake greater measure of responsibility for the planning and execution of the programme, the chairmanship of the Block Advisory Committees during the post intensive state should not be confined to officers only but should be thrown open to non-officials as well. It would be a step in that direction if suitable non-officials are initiated to function as deputy chairman of such Committees during the intensive phase. It is requested that these suggestions may kindly be considered for adoption and action taken thereon intimated to this Ministry.

LETTER No. MCD/75(20)/57-PRG, DATED JANUARY 31, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO ALL THE DEVELOPMENT COMMISSIONERS.

SUBJECT.—*Coordination between the Ministries of Agriculture and Community Development.*

As you are, no doubt, aware the Cabinet while creating the Ministry of Community Development had decided that "For the purpose of launching a special drive to achieve increased production of food the new Ministry will work in full Co-operation with the Ministry of Food

and Agriculture and will, when necessary, take advantage of the resources of that Ministry. The Minister for Food and Agriculture will be responsible for coordinating the work of the new Ministry with that of this Ministry".

In pursuance of the above, the Minister of Food and Agriculture has, in consultation with the Minister of Community Development, set up the following two committees :—

1. Coordination Committee at Ministers' level.
2. Coordination Committee at Officers' level.

The committee at Ministers' level will deal with general questions involving or requiring co-ordination between the work of the two Ministries and will mainly confine its attention to the following subjects :—

1. Extension of technological research to—
(i) The State Agriculture Departments and
(ii) the field *i.e.*, Block Level Agricultural Officers, Village Level Workers and the cultivators.

2. Suitability of the form and content of information material.

3. Liaison between the National Extension Service, the State Agriculture Departments, and the Ministry of Agriculture.

The main functions of the Officers' level Committee will be to see that the decisions taken by the Coordination Committee at the Ministers' level are implemented.

3. The first meeting of the Coordination Committee at the Ministers' level was held on the 17th January, 1957 and a copy of the "Summary Record of the Discussions and Conclusions" is attached herewith. Below are listed the points which require action by the State Governments :—

(1) The District Agricultural Officer should be considered responsible for executing the agriculture programme and he must, therefore, control agriculture specialists with the Block Development Officers.

(2) The Village level worker should play a significant part in propagating compost.

(3) Divisional Seminars of Agricultural and Development Officers should be organised at least one for each Division in a State. The research officers, village level workers, farm leaders & representatives of the farmers' forum and All India Young Farmers' Association may also be invited to these seminars.

(4) With a view to pushing up the programme of increased production target should be broken down to the district level.

4. The manner in which control is to be exercised by the District Agricultural Officer was discussed at a meeting with the State Directors of Agriculture held in New Delhi on 25th November, 1956. It was agreed that it may take the following forms :—

(a) The Block Level Agricultural Extension Officer should be borne on the cadre of the Agriculture Department.

(b) The District Agricultural Officer should be allowed to inspect the work of the Extension Officers and enabled to issue instructions to them through the Block Development Officer.

(c) The final character roll of the Agricultural Extension Officer should be written by the District Agricultural Officer after taking into account the views of the Block Development Officer.

5. As regards the breaking down of the production targets to the district level, the recommendations of the meeting of the Development Commissioners & Secretaries of State Departments of Agriculture held in New Delhi on 10th and 11th December, 1956 (Item No. 1—Increased Agricultural Production and forwarded under this Ministry's letter No. MCD/21(8)/P/56, dated the 20th December, 1956, may also be kept in view.

6. It is requested that action on the above recommendations may kindly be taken and intimated to this Ministry at an early date. Any difficulties experienced in the matter may also be kindly brought to our notice.

Copy to Shri P. N. Thapar, ICS, Secretary, Ministry of Agriculture with compliments from Shri B.R. Tandan, ICS, Secretary, Ministry of Community Development. The Ministry of Agriculture may also like to address the Secretaries, State Agriculture Departments, for similar necessary action.

Enclosure

Summary Record of the Meeting of the Co-ordination Committee for Coordinating the work of the Ministry of Agriculture with that of the Ministry of Community Development, held on 17th January, 1957 at the Ministry of Agriculture.

Present :

1. Minister for Food & Agriculture (Chairman).
2. Minister for Agriculture.

3. Minister for Community Development.
4. Secretary, Ministry of Agriculture.
5. Secretary, Ministry of Community Development.
6. Joint Secretary, Ministry of Community Development.
7. Deputy Economic & Statistical Adviser, Ministry of Agriculture.
8. Director of Publicity, Ministry of Agriculture.

The agenda items previously circulated were taken up for consideration.

Item No. 1—Existing points of contact and co-ordination between the Ministries of Agriculture and Community Development :

1. The existing arrangements for co-ordination of the work of the two Ministries in the field of agricultural research extension and training, animal husbandry and cooperation had been indicated in the note of the Ministry of Agriculture circulated along with the agenda items. Minister for Food and Agriculture desired that the Ministry of Community Development should work out a scheme providing for interchangeability of staff at training centres and the staff in the field so as to ensure that the staff at the training centres acquire sufficient experience of practical work in the field. The existing arrangements for training were explained by the Minister for Community Development, who further pointed out that what is necessary is closer, more frequent and rigid inspection of Training Centres and that a combined programme for this purpose should be drawn up. Secretary, Ministry of Agriculture observed that a more frequent inspection of Training Centres has been provided for in the proposed Extension Wing to be set up at the Ministry of Agriculture. He agreed that the programme for inspection has, however, to be co-ordinated.

1.1 Regarding co-ordination of research, it was felt that research should be related to extension problems. There should be arrangements for bringing problems to the research workers and passing on the results of research to the farmer. While such linking of research with extension is important, there is at present no machinery to bring this about. The I.C.A.R. is only a research-sponsoring body and not a research body as such and, therefore, cannot directly undertake research on problem for which a solution has to be found. The States have also no staff at present for linking up research institutes with the field. The Minister for Food & Agriculture suggested that the Ministry of Agriculture should examine the existing arrangements for co-ordination of research and submit a report every three months on research *via-a-vis*. extension.

1.2. Minister for Community Development mentioned that with the abolition of the post of Animal Husbandry Commissioner at the C.P.A., the Deputy Animal Husbandry Commissioner in the Ministry of Agriculture was expected to look after the requirements of the Community project and N.E.S. programmes as well; but this, however, is not being done. Secretary, Ministry of Agriculture, agreed to look into this matter.

Item No. 2—Relationship of the State Departments of Agriculture with the Subject-Matter Experts (Agriculture) in the National Extension and Community Blocks:

2. This was discussed recently at the Conference of Agriculture Ministers held in December last and the Conference had recommended that the State Departments of Agriculture should be responsible for directing the work of the agricultural staff of the Blocks. The Ministry of Community Development had also held a Conference of State Directors of Agriculture at which this had been discussed and it was pointed out that the development Commissioners and the Heads of the Agriculture Departments of the States are now working harmoniously and that there is no lack of coordination between the two. At the same time, at the recent Conference of Agriculture Ministers, West Bengal and Kerala had raised the question of the lack of co-ordination between the Development Commissioners and the Director of Agriculture; specifically, mention had been made that the agricultural specialists with the Block Development Officers had been working independently of the District Agricultural Officers. It was agreed that the District Agricultural Officer should be considered responsible for executing the agricultural programme and that he must, therefore, control the agricultural specialists with the Block Development Officer. The Minister for Food & Agriculture desired that the Ministry of Community Development might issue necessary instructions to this effect.

2.1. The recommendations of the Conference of Agriculture Ministers regarding the relationship between the State Departments of Agriculture and the Subject Matter Experts (Agriculture) in the National Extension and Community Blocks were endorsed, subject to the deletion of the last sentence of the first recommendation, *viz.*, "So far as agricultural work of the Development Block is concerned, the District Development or Planning Officer should be responsible to the Director of Agriculture".

Item Nos. 3 and 9—Consideration of the question of distribution of fertilizers and their timely supply and the timely supply of seeds for green manuring:

3. Items 3 and 9 were considered together as they related to the same subject. The Ministry of Community Development desired to

know in the first place whether it was possible to waive interest charges on stocks of fertilizers left over with the State Governments at the end of the year. Secretary, Ministry of Agriculture explained that though the loan to the State Governments for the purchase of fertilisers is for 18 months, interest is charged only for 15 months as the State Governments are expected to indent for supplies 3 months in advance of the manuring season. Thus, the State Governments are already given a concession with regard to the period for which interest is charged. The Secretary, Ministry of Community Development also desired to know whether phosphatic fertilisers could be brought into a pool and distributed like ammonium sulphate. Secretary, Ministry of Agriculture, explained that unlike nitrogenous fertilizers, all super-phosphate is produced in the private sector. At present, in the States where there are factories, the price is lower than in others where there are no such factories. Once the supply is taken into a pool, the same price will have to be charged to all the States. This would mean that the price would be higher in the States where it is now lower and this has been objected to particularly by States like Bombay and Madras. The Ministry of Agriculture, however, are taking steps to develop the consumption of phosphatic fertilizers in the northern areas like Punjab, U.P., and Bengal by making suitable arrangements with the manufactures and the State Governments concerned. The Ministry of Community Development further enquired whether regional offices with stores of fertilisers could be set up. It was pointed out that the difficulty is not so much about the supply of fertilisers as the indenting of it by the State Governments and distribution to the cultivators in time. Different States have different organisations for distribution of fertilisers. Some States like West Bengal have been relying on private agencies, while other States have been using Co-operative Societies for this purpose. The Minister for Food and Agriculture desired that the Agriculture Ministry might examine the system of distribution in the States with a view to ensuring timely supply of fertilizer to the cultivators.

3.1. The development and distribution of organic manures, like farmyard manure, compost and the green manure, is also equally important. It was pointed out that the Ministry of Agriculture have already prepared two schemes—one for the larger and better utilization of local manurial resources for the production of manure in villages and the other for production of compost manure in village panchayats from night soil, and the two schemes have been sent to the State Governments for necessary action. It was emphasized that the Village Level Worker should play a significant part in propagating compost. As regards green manure, it was explained that during the First Five Year Plan, a subsidy had been given which has now been discontinued. A circular has already been sent by the Ministry of

Agriculture to the State Governments giving details about various kinds of green manuring crops and the steps to be taken for multiplication of green manuring seeds in the Community Project Blocks. It was felt that some assistance for enlarging the programme of raising green manuring seeds may have to be given to the State Governments.

Item No. 4—Consideration of staff necessary for co-ordinating and pushing up the programme of increased production and various crop campaigns.

4. The Minister for Agriculture explained that when the campaign for Japanese Method of rice cultivation was started, five zonal officers had been appointed by the Centre to look after it, but after a few years the services of these officers were dispended with and they have not since been replaced by either the Central or the State Governments. For other crop campaigns such as wheat, jute, cotton, etc. there is no special staff at present. It was felt that this was not a co-ordinating problem as such, as what was required is only the strengthening of the staff above the Block level and below the Block level. If the proposed Extension Wing at the Ministry of Agriculture is sanctioned, and similar Extension Wings are set up in the States, these difficulties of staff would be overcome. As regards pushing up of the programme of increased production, it is necessary to break up the targets down to the District level, but this has to be done by the State Governments.

Item No. 5—Divisional Seminars of Agricultural and Developmental Officers and progressive farmers:

5. It was recognised that such seminars would be extremely useful and that at least one seminar should be organised for each division in each State. These seminars would be attended by the Block Development Officer, District Magistrate, Collector, Research Workers, Village Level Workers, farm leaders and representatives of the Farmers' Forum and All-India Young Farmers' Association. Financial assistance will have to be provided to the States for organising these seminars. The cost of organising a seminar would be about Rs. 5,000 and the overall cost might come to about Rs. 5 lakhs a year. The Ministry of Community Development which has experience in this line were requested to furnish details regarding the organization and working of such seminars, and both the ministries were directed to examine how much money they could spent for this purpose.

Item No. 6--Continuance of free supply of fertilizers to States for trial on cultivators' fields.

6. Secretary, Ministry of Agriculture explained the scheme for free supply of fertilizers to the States for conducting demonstration on cultivators' fields under the T.C.M. Agreement No. 1. After 1956-57,

there would be no assistance from the TCM for this demonstration scheme and the Finance Ministry have made it clear that it would not be possible to find funds for this scheme from the Special Development Fund after 1956. To popularise the new fertilisers, however, it is necessary to continue this scheme. It was pointed out that the I.C.A.R. have now agreed to find funds for this scheme amounting to about Rs. 16 lakhs and treat it as a continuation scheme. The Ministry of Finance have also agreed to treat it as a continuation scheme of the I.C.A.R.

Item No. 7—Follow-up work in the States for achievement of targets of increased production.

7. The CPA had suggested that a specific procedure might be drawn up for enabling the Ministry of Agriculture and Community Development to follow up the work in the States for achievement of targets of increased production. For example, copies of inspection tours recorded by officers of one Ministry should be sent to the other Ministry. Also, when an officer goes out on inspection tour, he may check up action taken on the previous notes recorded by the inspecting officers of both the Ministries. For this purpose it would be useful if a quarterly programme visits to States by officers of the Agricultural Division in the Ministry of Community Development and the officers of the Agriculture Ministry is drawn up well in advance, taking into consideration all the points which require attention of the State Governments in achieving the targets of increased production. This was agreed to.

Item No. 8.—Exchange of information and discussion between the two Ministries on the basis of points brought out in the quarterly reports received in the Ministries.

8. Quarterly progress reports are now compiled at the Ministry of Agriculture as well as in the Ministry of Community Development, but there is no co-ordination of the action taken on either report. Recently, the preparation of a proforma for quarterly progress report in agriculture in CP and NES areas was discussed by the Agricultural Adviser to the Ministry of Community Development with the officers of the Ministry of Agriculture. The suggestion of the Ministry of Community Development that a small Sub-Committee of the officers of the two Ministries should be formed to discuss both the quarterly reports for evaluating progress and taking necessary action on bottlenecks and deficiencies in the programme periodically, was accepted. It was felt that this would also avoid duplication in the assessment of achievements under GMF schemes and the CP and NES areas schemes.

Item No. 9.—Timely distribution of fertilizers and timely supply of seeds for green manuring.

9. As mentioned above, this was considered along with item No 3

Item No. 10.—Seminars of agricultural personnel to be organised in each State for creating understanding of the programme of Community Development with particular reference to increased production.

10. This has been covered by the decision on item No. 5.

Other points raised.

(a) The Minister for Agriculture mentioned that a scheme for the production of instructional films prepared by the Ministry of Agriculture and included in the Second Five Year Plan has now been transferred to the Ministry of Information & Broadcasting. He desired that the Production of such films should be speeded up and that this should be taken up jointly with the Ministry of Information & Broadcasting. He also desired to know the requirements of the CPA in this respect and their need for more copies of the films already produced. The Ministry of Community Development agreed to furnish the necessary information.

(b) Secretary, Ministry of Community Development enquired whether Co-operation Section in the Ministry of Agriculture could send their officers to NES and CP areas for inspection of the programme relating to co-operation. It was pointed out that the States have been allotted sufficient funds for strengthening their cooperation personnel and that after a year or two they would have sufficient staff for this purpose. There is, however, no inspection Wing at the Centre, but when the proposed Extension Wing is set up in the Ministry of Agriculture, there would be an inspection agency for co-operation as well.

(c) Secretary, Ministry of Community Development, also mentioned that at the Board of Agriculture at the I.C.A.R., the Ministry of Community Development has not been represented. It was agreed that this should be rectified.

D.O. LETTER NO. MCD/4/4/P/57, DATED 12-2-1957, FROM SHRI V.T. KRISHNAMACHARI, DEPUTY CHAIRMAN, PLANNING COMMISSION, TO THE CHIEF MINISTER OF ALL STATE GOVERNMENTS.

You will recollect that in connection with implementation of the Community Development Programme, the State Governments were advised to set up at the State level a high power Committee to be called the State Development Committee. Relevant extracts from the Planning Commission's letter No. TC/6/52 dated March 25, 1952, issued on the subject, are reproduced below.

"At the State level there should be a State Development Committee consisting of the Chief Minister and Ministers in charge of Development, Agriculture, Irrigation and Finance, and such other Ministers as the Chief Minister may consider necessary.

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The Development Commissioner/Development Secretary of the State should act as the Secretary of this Committee."

2. So far as we are aware, these Committees have been set up in almost all States, but in some cases they are not meeting regularly and are thus not in a position to perform the role assigned to them. At its meeting held on 4-2-1957, the Central Committee felt that the State Development Committee should meet at regular intervals with a view to guide the programme on right lines and to ensure coordinated efforts on the part of all concerned. I shall therefore be extremely grateful if you will kindly apprise me of the position obtaining in your State for the information of the Central Committee and also the arrangements you propose to make for securing the end in view.

LETTER No. 21(4)/57-P, DATED MARCH 18, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Consideration of the System of Combining Revenue and Development Function in the same person at and below the Block level.*

Please refer to item 9 of the Summary record of the meeting of the Central Committee held on February 4, 1957, copy of which was sent to State Governments with this Ministry's letter No. MCD/21(3)/P/57 dated February 9, 1957. A copy of the note on the above subject which formed the basis of discussion at the aforesaid meeting is enclosed. The matter is likely to come up before the next meeting of the National Development Council. In the meantime the State Governments may give careful consideration to it.

ENCLOSURE

MINISTRY OF COMMUNITY DEVELOPMENT

Note for the Meeting of the Central Committee to be held on February 4, 1957

Item 9.—Consideration of the system of combining revenue and development functions in the same person at and below the block level.

The main features of the administrative organisation which the Community Projects Administration have been advocating and assisting the States to build up for the Community Development and National Extension Programme and which has been based on the recommendations of the Planning Commission, may be summed up as follows :—

(1) The basic function of the Development Commissioner is to coordinate the activities of the various Development Departments and to see that they work towards the fulfilment of the overall plan of the State.

(2) To achieve co-ordination at the District, Sub-Division and Block levels, functions similar to those of the Development Commissioner will have to be discharged by the District Officer, Sub-Divisional Officer and the Block Development Officer, respectively.

(3) The multi-purpose Village Level Worker should be regarded as the last link in this administrative chain and should be treated as a Part of the District Administration and not of any separate department.

(4) Above the village level Technical Officers should, wherever possible, belong to the different development departments but should be subject to the supervision, for the purposes of co-ordination, of the General Administrative Officer of the appropriate level. These Technical Officers will, however, remain under the technical supervision and control of the superior Technical Officers of their respective Departments. The Village Level Worker will also receive technical guidance and instructions from the Technical Officers at the Block, Sub-Divisional and District levels.

(5) The need for getting full support from the Technical Departments for the furtherance in their respective spheres of the Programme of C.D. and N.E.S., has been continually emphasised and it has been made clear that the Development Commissioner must not create a separate Development Department of his own but must treat himself as the Head who has to ensure that there is coordinated and unified approach by the Heads of the Development Departments in the implementation of the Five Year Plan and the activities in the NES Blocks and Community Projects.

Nevertheless the Evaluation Report of April, 1955, did observe that the multi-purpose idea had somewhat undermined the regard due to specialised competence. While admitting that at certain stages in the evolution of a system of public administration a combination of functions is appropriate both on account of the quality of work involved and of the availability of differentiated skills, the Evaluation Report pointed out that normal progress was towards expansion and specialisation.

Most States have followed largely the administrative pattern advocated by the C.P.A. But Bombay quite early in the implementation of the C.D. and N.E.S. Programme carried the "multi-purpose" idea of mixing of jobs further than most other States. They combined in the same person the functions of the Mamlatdar and the Block Development Officer and brought in the circle staff of the Revenue Department within the development organisation and made the Talati (Patwari) as assistant of the Village Level Worker.

The Project Evaluation Organisation studied this system, which had by then in existence for more than two years and made several observations in regard to it in their Second Evaluation Report of April, 1955, Volume I (pp. 1-25). The relevant extracts are reproduced below :—

"It seems necessary to state that not only for the present, but practically for all time, the roles of the Mamlatdar and of Block Development or Extension Officers must be kept separate. The Mamlatdar in common with other rural officers must indeed have a developmental bias, and he would carry out his traditional role of assisting all other departments as much as he can. But his functions as a Magistrate and as a Revenue Officer are by themselves so specialised and voluminous that he would not really be able to attend to developmental functions with the requisite degree of continuity and concentration. Even if he were to try and do so, he would not be the best person to do it. The Mamlatdar is the 'Executive' *par* excellence Promotion of group thinking and voluntary group action is not his forte."

"Coming now to the circle staff of the Revenue Department their duties in connection with Government dues, tenancy and the general administration some of which are detailed earlier, would call for a concentration of effort which would not be consistent with an almost equal concentration needed for other jobs which it is now proposed to put on them."

"Probably, it was the bringing in of Mamlatdar, which almost as a corollary brought in the circle staff."

"Almost by logical compulsion the institution of multi-purpose Grama Sevaks brought in the Talatis (Patwaris) as their effective assistants in villages. This is a natural and recognised development. It really puts the finishing stroke on the transformed picture where development, extension and organisation of voluntary effort cease to be anybody's special responsibility, and merely by merging the two jobs of agriculture and co-operation with that of the circle staff extension programme is sought to be routinized. In spite of the fact that at the higher rung of the block special officers to help the extension are appointed, this development would write 'finis' to all hopes of effective extension and free community action, on the village level, where extension will become one more among the already too numorous tasks of the talati."

In this connection it would also be relevant to quote Carl Taylor's observations made in his "Critical Analysis of India's Community Development Programme" which is as follows :—

"Whether or not in the future Block Development Officers are Sub-District Officers, it should be clear that they cannot be judicial and police administrators and at the same time be good Extension and Community Development entrepreneurs."

It would be seen that the weight of authority is against the combination of the regulatory and development functions in the same func-

tionary below the level of the Sub-Divisional Magistrate. The question has assumed importance because of certain developments in the field of administrative organisation which are now taking place in some of the States. These developments are intended primarily to bring about decentralisation in the administration and are likely to have the effect of combining the regulatory and developmental functions at levels lower than that of the Sub-Division.

Bihar is going ahead with its Anchal Adhikari System in which the Anchal Adhikari will also be the Block Development Officer. In Orissa the Anchal Sasan Act visualises a decentralised local administration where in all probability the Anchal Adhikari will also function as the Block Development Officer and the Village Level Worker will be the Panchayat Secretary. The main real reason for the growth of this tendancy of carrying the multi-purpose idea farther than has been visualised under the pattern of developmental administration which the Planning Commission has been advocating, is that of economy. As the Centre shares 50% of the cost of the staff required for the N.E.S. pattern of administration, the tendancy in the States is to combine, as far as possible, the development and general administration staff. But for reasons mentioned in the Evaluation Report, it is considered necessary to discourage the tendancy of combining the regulatory and developmental functions in the same staff below the level of the Sub-Division. The contention of some that such combination of functions makes the officers more effective in the development field and makes for better progress of the programme, can hardly be substantiated. It is significant that it is generally the less successful Extension worker who asks for the authority and prestige that belongs to a Magistrate or Revenue Officer and not the really successful Extension worker. It is the view of this Ministry that the combination of the developmental and regulatory functions in the same staff below the level of the Sub-Division will ultimately be detrimental to the programme of C.D. and NES.

As this is an important question of policy it is placed before the Central Committee for obtaining a policy directive which could be authoritatively transmitted to the States for observance by them.

Letter No. 37/56-PP, dated the 12th June, 1957, from the Government of India, Ministry of Community Development, New Delhi to the Development Commissioners/Directors of Community Projects, All State Governments/Union Administrations.

Subject.—*Statistical schemes in the Second Plan—Inclusion of the scheme for the setting up of the Administrative Intelligence Units in the Community Developments/N.E.S. Areas.*

I forward herewith a copy of Cabinet Secretariat letter No. 25/10/57-Estt. dated 20th May, 1957, addressed to all State Governments, on the subject noted above.

2. It is suggested that you may kindly avail of this assistance quickly for setting up Administrative Intelligence Units at the State Headquarters. The details regarding requirements of the administrative intelligence staff for the C.D. and N.E.S. programme in the State, may be worked out in consultation with the Director, Economic and Statistical Bureau in your State/Territory, and forwarded to the Cabinet Secretariat, Government of India, for necessary action. A copy of your proposals may also be endorsed to this Ministry for information.

ENCLOSURE

Copy of the Letter No. 25/10/57-Estt, dated the 20th May, 1957, from Deputy Secretary to the Cabinet, Cabinet Secretariat, Rashtrapati Bhawan, New Delhi, To The Secretary to the Governments of All the States.

SUBJECT.—*State Statistical Schemes in the Second Five-Year Plan—inclusion of the scheme for the setting up of Administrative Intelligence Units in the Community Project Administration/National Extension Service areas.*

I am directed to invite a reference to this Secretariat letter No. 11/1/56-Estt., dated the 29th January 1957, in which the State Government were requested to send proposals for the grant of financial assistance by the Central Government in respect of State Statistical Schemes, and to say that it has now been decided that financial assistance on a matching basis would also be made available to the State Governments for statistical staff to be appointed for work relating to C.P.A./N.E.S. areas at the headquarters of each State located in the State Statistical Bureau.

2. I may add that the staff as indicated below is considered adequate for the purpose :—

Assistant Director	..	1
Investigators	..	2
Clerk	..	1
Peon	..	1

3. I am now to request that proposals of the State Government in this regard may kindly be forwarded to the Central Statistical Organisation, B. Barracks, Janpath, New Delhi, in the prescribed proforma enclosed with this Secretariat letter referred to in para 1 above by the 31st May 1957, at the latest.

4. I may also add that the pattern of Central financial assistance in the case of Statistical work relating to C.P.A./N.E.S. Areas would be the same as for other statistical schemes, *viz.*, the Central Government will share only 50 percent of the recurring expenditure on the staff; the

balance of the recurring expenditure and the entire non-recurring expenditure being borne by the State Governments themselves.

5. The receipt of the letter may kindly be acknowledged.

LETTER No. 11/1/56-ESTT. THE 29TH JANUARY, 1957 CABINET SECRETARIAT RASHTRAPATI BHAVAN (ESTT. SECTION) NEW DELHI, FROM SHRI HIT PRAKASH, UNDER SECRETARY TO THE CABINET TO THE SECRETARY TO THE GOVERNMENT OF INDIA.

SUBJECT.—*State Statistical Schemes in the Second Five-Year Plan—Grants-in-aid to the State Government.*

SIR,

I am directed to invite a reference to the correspondence resting with this Secretariat/State Governments letter No........dated...... on the subject noted above and to request that proposals for grant of financial assistance during 1957-58 in respect of Statistical development Schemes may kindly be sent to the Central Statistical Organisation, B. Barracks, Janpath, New Delhi, in the prescribed proforma,* in triplicate, so as to reach them by the 20th February 1957. The proposals should include the schemes which were sanctioned for the year 1956-57 as well as new schemes proposed to be taken up during the next financial year which are eligible for grant of financial assistance from the Central Statistical Organisation namely :

(a) Strengthening of the State Statistical Bureau for overall Planing needs,

(b) Setting up of District Statistical Agencies, and

(c) Training etc.

2. I am to point out that Government of India will bear only 50% of the recurring expenditure on the schemes approved and the remaining 50% recurring as well as the entire non-recurring expenditure will be borne by the State Government themselves. Necessary Budget provision on this account may, therefore, be made in the budget estimate for the year 1957-58.

3. The State Statistical Schemes are examined by a Technical Working Party, set up for the purpose, before Government's approval to the grant of financial assistance is accorded. I am, therefore, to request that your proposals may kindly be sent positively by the due date so that there is no delay in the issue of the financial sanction at this end.

*Not printed.

4. The receipt of this letter may kindly be acknowledged.

Yours faithfully,

HIT PRAKASH,

Under Secretary to the Cabinet.

Copy forwarded for information to the Central Statistical Organisation, New Delhi with reference to their U.O. Note No. CSO/SCU/PSD/57/570 dated the 12th January, 1957.

Copy also forwarded for information to :—

1. Ministry of Agriculture.
2. Planning Commission.
3. Directorate of National Sample Survey.

HIT PRAKASH,

Under Secretary to the Cabinet.

LETTER NO. 9(16)/57-TG-I, DATED JANUARY 16, 1958 FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, BIHAR, BOMBAY, MADRAS, MADHYA PRADESH, RAJASTHAN, UTTAR PRADESH, WEST BENGAL AND DELHI.

SUBJECT.—*Association of Rural Institutes with Block Advisory Committees.*

A meeting of the Ministers of State for Education, Cooperation and Community Development, was held on 19th November, 1957, to discuss problems relating to Rural Institutes. An extract of the decisions taken is given below :—

"It was agreed that the N.E.S. Blocks will offer the most suitable field for the training of students in the Rural Institutes and accordingly the State Governments should be addressed suggesting that the Director of Rural Institutes and some of his staff should be closely associated with the Block Advisory Committees to obtain the fullest coordination between the activities of both these agencies."

2. It is presumed that having due regard to the advantages that can accrue by mutual association of Rural Institute and Block Advisory Committees, State Governments might have already enlisted Director and a few members of staff of each Rural Institute as members of Block Advisory Committee of the nearest C.D. or N.E.S. Block. If for some

reason this has not been done till now, State Governments are requested to consider doing so at an early date.

A list of Rural Institutes is enclosed.

ENCLOSURE

List of Rural Institutes.

(1) Jamia Millia Islamia, *Delhi.*
(2) Rural Education Institute, *Gandhigram,* Madras State.
(3) Lok Bharati, *Sanosara,* Bombay State.
(4) Shri Ramakrishna Mission Vidyalaya, *Coimbatore,* Madras State.
(5) B. R. College, *Agra,* Uttar Pradesh.
(6) Vidya Bhavan, *Udaipur,* Rajasthan.
(7) Mouni Vidyapeeth, *Gargoti,* Kolhapur, Bombay State.
(8) Sarvodaya Mahavidyalaya, *Tarki,* Bihar State.
(9) Viswa Bharati, *Sriniketan,* West Bengal.
(10) Shivaji Lok Vidyapeeth, *Amravathi,* Madhya Pradesh.

LETTER NO. 12(2)/58-PC., DATED APRIL 2, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI-2, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES.

SUBJECT.—*Copy study Team's report on C.D. and NES—Recommendations Relating to Democratic Decentralisation—Consideration by the Standing Committee of the National Development Council.*

Will you please refer to this Ministry's letter No. 21(29)/57-PC dated January 16, 1958 forwarding a copy of the Summary Record of the combined meeting of the Central Committee and the Committee on Plan Projects held on 8-1-1958?

2. Recommendations relating to 'Democratic Decentralisation' made by the COPP Study Team were considered at a meeting of the Standing Committee of the National Development Council, held on January 12, 1958. Relevant extracts from the proceedings of the Council are enclosed.

ENCLOSURE

Item II—Preliminary Survey of Important Recommendations of the Study Team for Community Projects and National Extension Service:

55. Shri S. K. Dey (Union Minister for Community Development) opening the discussion observed that the Team had made a number of recommendations after making a detailed study of every aspect of the Community Development programme and holding discussions with the

State Govts. and the Central Ministries concerned. In the combined meeting of the Central Committee for Community Projects and the Committee on Plan Projects held a few days back, only some key points were taken up for discussion. The recommendations regarding democratic decentralisation were the most important in the Report of the Team since they aimed at creating a spirit of self-reliance among the people on a durable basis besides ensuring coordination in the activities of various development departments. The Ministry of Community Development concurred in the view expressed by the Balvantray Team that there should be a three tier set-up of local government in the rural areas; village panchayat at the bottom, above it the block Samiti which will be organically linked with the village panchayats and a Zilla Parisad at the district level. The need for democratic decentralisation was generally recognised but there was some controversy as to whether the statutory body which was to be made responsible for all development work should be at the block level or at the district level. As at present the development activities were centred round the village but most of the decisions were taken at the block level. He was of the opinion that if the statutory body was at the district level, it will be in the case of many districts, remote from the field of action. He did not agree with the view that it would be difficult to get men with the requisite leadership at the block level and therefore the statutory body should be set up at the district level. If for any specific reasons, in a particular State it was decided to set up the statutory body at the district level, the legislation should provide for delegation of powers to the block body with a view to enable it to discharge its responsibilities in the development field. This step was also considered necessary in the interest of co-ordination.

56. The CHAIRMAN observed that at the meeting of the Central Committee for Community Projects and the Committee on Plan Projects, the Chief Ministers of Uttar Pradesh and Bombay had expressed themselves in favour of retaining the local authority at the district level. This was a matter to be decided by each State to suit its own conditions and the pattern need not be uniform in all the States. The general principle of giving more powers and responsibility to the local people was accepted, subject to possible veto by the State Government in cases of emergency. The Chairman then invited the representatives of State Governments to give their views on the subject.

57. The FINANCE MINISTER, MADRAS (Shri C. Subramaniam) said that there was a large measure of agreement between the conclusions reached by the Madras Government earlier and the recommendations made by the Balvantray Team. A legislative committee had been appointed to give concrete shape to the scheme. There will be three tiers of local self-government in the rural areas; village panchayats at the bottom, above the Panchayat Union(or Samiti) at the Block level

which will be a statutory body and at the district level, an advisory body in place of about a dozen standing committees functioning at present for planning, irrigation, electricity, agriculture, prohibition, etc. The district boards will be abolished. The Block Development Officer will be the Chief Executive Officer of the Panchayat Union. The Panchayat Samiti will exercise administrative control on its staff and the disciplinary control will rest with the Technical Departments of Governments. At present about 40 to 45 per cent of the total number of villages in the State were served by panchayats. It had been decided that panchayats should be formed for all villages situated within the community projects and N.E.S. Block areas.

58. The CHIEF MINISTER, ORISSA (Dr. Harekrushna Mahatab) said that Orissa Government had accepted the scheme of democratic decentralisation put forward by the Balvantray Team. In Orissa Panchayats had been organised in most of the villages. The District Boards had been superseded for certain reasons. It was proposed to establish block samitis with jurisdiction co-extensive with a development block. In the initial stage, the Sub-Divisional Officer or the District Magistrate as the case might be, will function as the Chairman of the Block body and a non-official as its vice-Chairman.

59. The CHIEF MINISTER, PUNJAB (Sardar Pratap Singh Kairon) said that the Punjab Government had agreed to give a trial to the scheme proposed by the Study Team in selected blocks in the first instance and to watch the results. In the Punjab they had given thought to the problem of reorganisation of local government in rural areas about two years ago. One important aspect to be considered was whether it would be desirable to bring the panchayats into the political field. The Study Team had recommended that the Panchayat Samiti should be constituted through indirect elections by the village panchayats. The proposal if accepted will encourage different political parties to put up their own candidates for election to the block body. This might bring in chaos. The Block Development Officer will find it difficult to act against the wishes of Members of Parliament and local MLAs' representing a particular area, who will dominate the Zila Parishad.

60. The MINISTER OF FINANCE, MADRAS (Shri C. Subramaniam) intervening observed that the possibility of village panchayats getting involved in politics was discussed in the legislative committee which was appointed by the Madras Government. It was suggested that a person standing for panchayat election should not be an active member of any political party. On the same principle, a village panchayat should elect its representative on the Panchayat Union, unanimously as far as possible. In case the choice was not unanimous, a particular panchayat should not get any representation on the panchayat Union.

61. The CHIEF MINISTER, KERALA (Shri E. M. S. Namboodiripad) said that the recommendations of the Study Team were under the consideration of the State Government. Public opinion favoured giving more powers to the panchayats. There were certain tasks which could be performed better by popular bodies at a higher level. The first emphasis should be on strengthening the village panchayats and giving them more powers. In Kerala village panchayats covered a relatively larger population, 10,000 to 40,000 because the average density of population in the State was high.

62. The MINISTER OF AGRICULTURE, WEST BENGAL (Dr. R. Ahmed) said that the West Bengal Panchayat Act had been enacted very recently. After the village panchayats were formed, the State Government would consider the question of formation of block panchayats. It was proposed to abolish the Union Boards.

63. The CHIEF MINISTER, BOMBAY (Shri Y. B. Chavan) said that the Bombay Government was of opinion that it might not be possible to develop the responsibility for development on a local body at the block level. He felt that the emphasis should be on strengthening the village panchayats. It was proposed to cover all the villages by panchayats within the next three years. The district boards had existed in the State for a very long time and possessed the necessary experience and background for development work. It was proposed to give more administrative and financial powers to the district boards to enable them to coordinate the activities of panchayats more effectively.

64. The CHIEF MINISTER, ANDHRA PRADESH (Shri N. Sanjeeva Reddy) said that the Andhra Pradesh Government had accepted the broad features of the scheme recommended by the Balvantray Mehta Team. The State will have a three-tier system consisting of village panchayats, Block Board which will be a statutory body and the Zila Parishad. The district body will have advisory functions.

65. The CHIEF MINISTER, MYSORE (Shri S. Nijalingappa) said that Mysore Government had practically decided to adopt the broad recommendations relating to democratic decentralisation made by the Study Team. A Bill to give effect to the scheme will be introduced in the next session of the State Legislature. Mysore will have village panchayats below and Taluka Panchayats above them. The district body will have advisory and coordinating functions 50 per cent of the land revenue receipts will be earmarked for the village panchayats and 15 per cent for the Taluka Panchayat. The latter will cover one or two and in some cases three development blocks.

66. The CHIEF MINISTER, RAJASTHAN (Shri Mohanlal Sukhadia) said that village panchayats covered a large part of the State and above them were Tehsil Panchayats and District Boards. As regards devolution of power to local bodies, it was really a measure of

confidence in the people living in the rural areas. Rajasthan Government had decided to give a trial to the scheme put forward by the Balvantray Team, in a few blocks to start with. Regarding recruitment of staff, the general feeling was that the small functionaries including primary school teachers, VLWs, etc. should be recruited by a Selection Committee to be constituted by the popular body at the district level. The recruitment of Block Development Officers and extension staff should be through the State Public Service Commission.

67. The CHIEF MINISTER, ASSAM (Shri B. P. Chaliha) said there were three tiers of local self-government in the rural areas of Assam—the Primary panchayats, which covered a population of about 2,000, rural panchayats with a population of 20,000 and above them the Union Panchayats which were the counterpart of district local boards. There was need for dovetailing the panchayat work with community projects and N.E.S. One of the criticisms by Mehta Team about the system in Assam was that not enough powers were given to primary panchayats. If the primary panchayats were given more powers and responsibility, they could serve the people better. The State Government had accepted this particular suggestion and would try to carry it out as best as possible.

68. The MINISTER OF AGRICULTURE, BIHAR (Shri Bir Chand Patel) said that approximately two-thirds of the State was covered by village panchayats. The Bihar Government was for acceptance of the development block as the unit of local administration but a measure of caution was considered necessary in changing over to the new pattern. The Block Panchayats which will be indirectly elected by village panchayats will perform advisory functions, to begin with. No decision had been taken yet regarding the future of district boards in the State.

69. The CHIEF MINISTER, MADHYA PRADESH (Dr. K. N. Katju) said that the Madhya Pradesh Government had appointed a high powered committee to work out an integrated system of local government for the reorganised State. Since elections to village panchayats were destructive of the community spirit, the Committee was considering the proposal that for small villages, there need not be panchayat elections. A Gram Sabha might be formed consisting of one representative from each family or a total of about 50 to 75 persons. The gram sabha might work through small sub-committees for different fields of development. The committees at work had been asked to give utmost attention to the recommendations of the Balvantray Team report. Personally, he was in favour of delegation of wider powers and responsibility to the people.

70. The CHAIRMAN summing up the discussion on item II on the Agenda observed that it was for each State to decide what steps it should take on the recommendations made by the Study Team regarding democratic decentralisation. The conditions in the States varied and therefore, different approaches to the question might be necessary. Nevertheless the States could profit by each other's example. The Chief Minister, Madhya Pradesh, had commended the idea of Gram Sabha, consisting of one representative from each family. This might be feasible for small villages and would not hold good for big villages. The broad objective of transferring more power and responsibility to the people in rural areas recommended by the Balvantray Team was accepted and each State should consider how best to give effect to it. The State Governments should let the Planning Commission know the conclusions reached by them and should keep the Planning Commission posted with developments so that it could inform everybody concerned.

LETTER No. 1(5)/58-PC, DATED JUNE 4, 1958 FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI-2, TO SHRI P. R. NAYAK, ICS, COMMISSIONER, DELHI CORPORATION, DELHI.

I am to forward herewith for information a copy of the proceedings of the meeting held in this Ministry on 18-4-1958 to consider the question of coordination in the functioning of the Delhi Corporation and the NES blocks of the rural area of Delhi Administration.

Copy to—

1. Dr. J. C. Ramchandani, Development Commissioner, Delhi Administration, Delhi.

MINISTRY OF COMMUNITY DEVELOPMENT

Proceedings of a meeting held in the room of Joint Secretary (T), Ministry of Community Development, on 18-4-58 at 3-30 P.M. to consider the question of co-ordination in the functioning of the Delhi Corporation and the NES Blocks of the rural area of Delhi Administration.

Present :

Shri B. Mukerji	Jt. Secretary, Ministry of Community Development.
Shri P. R. Nayak	Commissioner, Delhi Corporation.
Shri A. S. Naik	Jt. Secretory, Ministry of Community Development.
Shri R. Jagannathan	Officer on Special Duty, Ministry of Community Development.
Shri G. F. Mankodi	Dy. Secretary, Ministry of Community Development.
Shri Ramchandani	Development Commissioner, Delhi Administration.

Shri Mukerji explained the organisation at the Block level and how it is intended to be utilised as the common agency by all the Development Departments of the Administration. He also explained the functions of the Block Advisory Committee and of the Village Panchayats in implementing the programme of Community Development in the Blocks.

Shri P. R. Nayak explained the responsibilities of the Delhi Municipal Corporation in regard to the subjects that have been transferred to it and its position, *vis-a-vis,* the Delhi Administration. He emphasised the need for an integrated programme being undertaken in the Blocks pooling all the resources that may be available for each subject of development irrespective of the source from which it comes. Shri Mukerji explained that this was also the system which is sought to be established in the programme of the blocks. He enquired whether panchayats could not still be utilised as agencies for certain classes of work by the Corporation. After discussion it was agreed by Shri Nayak that it would be possible to do so in matters in which panchayats were competent to discharge the responsibility, as for example, in the construction of a small school house or a well or a kacha village road. He, however, pointed out that where technical competence of a higher order was required the Corporation would prefer to get the work executed through its own technical agencies.

Shri P. R. Nayak said that there would be no difficulty in the Corporation using the Block Organisation for execution of certain items of the programme in the same manner as Departments of the Delhi Administration have been hitherto using the organisation. The fact that the members of this organisation will continue to be functionaries of the Delhi Administration will present no difficulty. He also did not think that there would be any difficulty in continuing to have team work from the transference of some of the functionaries working at the Block from the Delhi Administration to the Corporation, as for example, the Sanitary Inspector, the School Teacher.

Shri P. R. Nayak stated that provision in the schematic budget for items that now fall within the jurisdiction of the Corporation should not be withheld from the Corporation, for the same purpose, merely because responsibility has shifted from the Delhi Administration to the Corporation. Indeed, in the discussions that had taken place in the Ministry of Home Affairs, it had been generally agreed that funds in the Second Five Year Plan earmarked for transferred purposes should be made available to the Corporation, the only limitation being the curtailment of provisions, from time to time, having regard to the actual resources available. This would not, of course, preclude the formulation of an integrated plan for a block. It was explained that provision

in the schematic budget was *blockwise* and was not transferred to respective departments of the Delhi Administration. The departments were, however, responsible for preparing and executing an integrated programme in their respective fields. Shri P. R. Nayak appreciated this position and agreed that provision in the schematic budget need not be handed over to the Corporation and the block programme may be prepared in the same manner as at present. But in subjects concerning the Corporation the authorities of the Corporation should have the same say in the preparation and excution of the programme as the authorities of the Delhi Administration have had so far. Further, the programme under these Heads should be an integrated programme as pointed out earlier.

The jurisdiction of the Blocks should be so adjusted as to become co-terminus with the Wards. Shri Ramchandani said that there would be no difficulty in doing this as there are 5 Blocks and 5 Wards. The average population coverage of both is more or less the same. Some co-ordinational arrangement will have to be established between the Block Advisory Committee and the Ward Committee. The best arrangement may be to have joint meetings of these two Committees whenever common matters, where co-ordination is required, come up for consideration before either Committee. Another suggestion was that the members of the Ward Committee may be taken on the B.A.C.

Similarly some arrangement for coordination between the Corporation and the Delhi Administration will have to be established.

Shri P. R. Nayak expressed the opinion that the programme of Development for the rural areas of Delhi which have some urban character, will need some modification and that there will be necessity for changing the order of priority between the different items of development. He made mention of the Master Plan for the development of Delhi which visualises further substantial extension of the urban area within the next few years which is bound to affect the character of the rural area and therefore the kind of development that will suit its requirements. It will be of advantage to look ahead when drawing up the present programme of development for the rural blocks.

EXTRACT OF LETTER No. 9(23)/58-PC, DATED THE 9TH JULY, 1958 TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

VI(2)(i)—*Treatment of Block as unit of Planning and Development.*

While Planning Commission is being requested to arrange for a special study of problems arising from the decision to treat the block as a unit of planning & development, State Governments are also requested to delegate sufficient powers to the B.D.O. and make him the

Drawing & Disbursing Officer for all development departments in the States.

LETTER NO. 7(16)/58P&C, DATED DECEMBER 18, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Block Development Committees—Periodicity of meetings.*

At a meeting held on 6-12-1958 and presided over by the Prime Minister, the Central Committee accepted the need for uniformity in the periodicity of meetings of the Block Development Committees, and decided that the Committees should, *as a rule,* meet every month and review the progress of activities, specially in the fields of Agriculture, Minor Irrigation, Cooperation, and Panchayats. I am accordingly to request that this decision of the Central Committee may please be implemented with immediate effect, if it is not already being done in your State. A copy of the orders issued in this regard may also kindly be endorsed for information to this Ministry.

2. A reference is also invited to this Ministry's D.O. letter No. 31(89)/57-TG, dated the 6th August, 1957, wherein it was requested that adequate notice of the Block Development Committee meetings held in January, June and October be given to Members of Parliament to enable them to attend the Committee meetings. It may please be ensured that necessary action in this regard has been taken. This may kindly be confirmed.

LETTER NO. 7(17)/58-P&C, DATED DECEMBER 30, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Constitution of Block Development Committees—Scheduled Castes and other backward communities.*

As you are aware, the instructions issued from time to time by this Ministry on the subject of constitution of the Block Development Committees were all designed to make them as representative as possible of all non-official elements in the block areas, so that they may function as effective instruments in the planning and execution of block development programme. It has been brought to the notice of this Ministry that in some of these Committees, Scheduled Castes and other backward communities residing in the block areas are not adequately represented. This would, it is felt, adversely react on the efficient working of these Committees. In Section 2 of Volume I of their Report, the Study

Team led by Shri Balwantrai Mehta have made the following observations in regard to the constitution of Block Panchayat Samities:—

"We consider that such elected representatives should be about 20 in number in each Panchayat Samiti. These elected representatives will co-opt two women who are interested in work among women and children. Where the population of Scheduled Castes exceeds 5 per cent of the total population of the Panchayat Samiti area, one person belonging to a Scheduled Caste shall be co-opted and similarly, one member of a Scheduled Tribe. In Scheduled areas, suitable safeguards should be provided to ensure that the tribal population is adequately represented. Where members of these groups have already been elected to the Panchayat Samiti in prescribed numbers, no co-option will be required".

Pending constitution of the Statutory Block Samities, it is suggested that wherever there is a significant proportion of Scheduled Castes and other backward communities in any block area, necessary arrangements may kindly be made for their representation, either by nomination or co-option, on the Block Development Committee.

Action taken in the matter may also be intimated to this Ministry.

LETTER NO. 7(15)/58-P&C, DATED DECEMBER 31. 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Block Development Committees—Pre-extension Blocks.*

A question has been raised whether the Block Development Committees should not be constitute during the pre-extension stage of a block. The matter has been considered. As development is a continuous process, commencing from the pre-extension stage, it would be desirable to set-up these Committees from the very start of the programme so that by the time a block goes into its intensive stage, the non-official members of its Committee will have received sufficient orientation and would be able to play their proper role in the implementation of the block development programme. As no expenditure is incurred in most States on paying T.A. or D.A. to the members of the Block Development Committees the small budgetary provision for pre-extension stage will not, it is felt, present any difficulty.

Action taken in the matter may kindly be intimated to this Ministry.

(2. This also disposes of your letter No. 20495/4528/XXII/D-I, dated 29th November, 1958.)

*For Madhya Pradesh only.

BUDGET

Letter No. CPA/533/53-(Bud), dated the 12th November, 1953, from Community Projects Administration (Planning Commission), New Delhi, to all Part 'A' & Part 'B' States as amended vide Corrigendum dated 9th January, 1954.

Subject.—*Method of repayment of loans sanctioned to State Governments for expenditure on the Community Development Programme.*

Replies have been received from State Governments to this Administration's letter No. CPA/533/52-53 dated 8th June, 1953. The majority of them are in favour of the second alternative under which loans are to be repaid over a prescribed period uniformly applicable in all cases. It has been decided that the payment of the loans will be regulated as follows :—

(a) All loans will be repayable, with interest in 12 equated annual instalments. (Loans in respect of items relating to the urban units of Composite Projects will, however, be repayable in 20 equated annual instalments.)

(b) If a particular State Government later wishes to make earlier repayment, this may be arranged by prior agreement with the Government of India.

(c) The rate of interest will be determined by the Government of India at the time each loan is sanctioned.

(d) A short moratorium will be allowed, if required by a State Government, in respect of all loans sanctioned before the first October, 1955. Under the terms of the moratorium, the repayment of each of those loans will commence in 1956, but will be completed, counting from the date of drawal of each loan, within the period specified in para 1 (a) above, *i.e.*, 12 years or 20 years as the case may be. Interest at the rate specified will be repayable annually during the period of the moratorium also.

The repayment of loans already sanctioned to State Governments before the issue of this letter will also be regulated as in para 1 above. The loans so far sanctioned will carry interest at the rates indicated below :—

Rate of interest when the repayment is made in	
12 Years	20 Years
4%	4¼%

3. State Governments who wish to have a moratorium in respect of all loans which have been or may be sanctioned before the first

October, 1955, are requested kindly to intimate the fact to this Administration not later than 15th December, 1953. It will be assumed that those who do not send intimation by that date, do not require the moratorium.

4. The Government of West Bengal to whom Composite Projects/Blocks have been allotted will kindly indicate along with every request for a loan, the amounts required separately (a) for the urban units; & (b) for other items. In respect of loans already drawn, a similar break-up may kindly be furnished at a very early date.

LETTER NO. CPA/CI&C/14/53-PP, DATED THE 20TH JANUARY, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATES).

SUBJECT.—*Special Medium and Long Term Finance.*

I forward herewith a copy of the circular letter No. F. 32-1/53-P.C. dated the 28th November,* 1953 and 19th December,** 1953, from the Ministry of Food & Agriculture, New Delhi, to all the State Governments, on the subject noted above.

2. Attention is particularly invited to paragraph 3 of the letter, which states that 50% of the amount provided under long and short term loans should be used in community project areas, extension service blocks or intensive development areas. It is requested that necessary steps may be taken to avail of the assistance and to arrange for its proper utilisation in order to achieve the desired results. It is suggested that, where necessary, schemes relating to rural electrification and rural housing may also be considered for advancing loans after obtaining the prior approval of the Ministry of Food & Agriculture.

3. The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Letter No. F. 32-1/53-P.C. III, dated the November, 1953 from the Ministry of Food and Agriculture (Agriculture) to all State Governments. (To Parts A and B States on November 28, 1953 and to Part C States on 19th December, 1953.)

SUBJECT.—*Special Medium and Long Term Finance.*

I am directed to say that on the recommendation of the Planning Commission, the Government of India have decided to supplement the co-operative and other institutional sources of agricultural credit by providing Rs. 5 crores for medium term loans and another Rs. 5

*To Parts A & B States.

**To Part C States.

crores for long term loans during the period of the Plan, with the double purpose of enlarging the flow of institutional credit in the rural areas and of giving further assistance to the development of agriculture, including animal husbandry, fisheries and horticulture. A total sum of about Rs. 5 crores, of which Rs. 2½ crores will be for medium term and Rs. 2½ crores for long term purposes, is likely to be provided during the remainder of the current year and the financial year 1954-55. The medium term loans will be allowed for periods between 15 months and 5 years, while the long term loans would normally be between 5 to 15 years, though in exceptional cases a long term loan may be given upto 20 years.

2. For ensuring that the loans will be utilized for the two purposes mentioned above, it is necessary that the disbursement of the loans should be governed by the following considerations :—

(i) The loans made out of these amounts should in all cases be linked to the programme of increased agricultural production, and should, therefore, be subject to the same priorities as that programme.

(ii) Without prejudice to the above subject, the loans should be so distributed with reference to regions and to classes of agriculturists, as to reach, by preference, areas and classes not served at present by the co-operative credit system.

(iii) In planning the distribution of credit among such areas and classes, forms of organisation should, if possible, be devised (*e.g.*, borrowers' groups in villages) which can be readily developed into, or eventually fitted in with, the co-operative type of organisation.

(iv) Where credit is disbursed in an area already served by the co-operative organisation, the agency of that organisation should be utilised as far as possible.

(v) The contribution to long term agricultural finance may, among other things, take the form of Government purchasing part of the debentures issued by land mortgage banks.

How much of the total provision will be available for purchase of debentures issued by land mortgage banks, and under what conditions this would be done, is under consideration.

3. In order to ensure effective supervision over the utilisation of these loans and secure quick results in the form of additional production, it has been decided that 50% of the amount provided should be used in community project areas, national extension service blocks or intensive development areas. The other 50% may be utilised in

other areas, but in choosing them the desirability of giving preference to areas and classes where a co-operative credit system has still to be built up may be kept in view. Here too, however, care will have to be taken to see that the loans are confined to areas where effective supervision can be arranged and the results can be assessed.

4. Loans may be advanced for the following purposes :—

(i) Construction of wells (including tubewells) and tanks.

(ii) Repairs to wells and tanks.

(iii) Installation of pumps and other water lifting appliances.

(iv) Execution of other minor irrigation works.

(v) Works of land improvement, such as contour bunding, land reclamation, conversion of single crop areas into double crop areas by installing bundles.

(vi) Purchase of tractors and agricultural machinery and implements.

(vii) Preparation of land for fruit cultivation and purchase of fruit trees.

(viii) Construction of storage godowns and farm buildings.

(ix) Purchase of milch cattle and equipment for dairy farming.

(x) Purchase of small processing equipment such as cane crushers, canning machinery, ghanies, etc. (including equipment for fisheries).

If the State Government find it desirable to advance loans for other agricultural purposes than those mentioned above, these may be referred to the Government of India for approval.

In view of the fact that assistance for purposes (i) to (vii) above is already available in a considerable measure from G.M.F. Funds, the State Governments may consider the desirability of giving preference in the advance of these loans to purposes (viii) to (x). Steps should be taken to ensure that there is fullest co-ordination between G.M.F. Administration and the agencies distributing the medium and long term loans under the present scheme so that there is no duplication in the sanction and distribution of loans in regard to items (i) to (vii).

5. As the funds are being provided for augmenting the resources of the Co-operative Movement and are intended to be a net addition to the existing resources, it will have to be seen that the present rate of assistance given by the State Governments in the form of taccavi loans to agriculturists and other aids to co-operative institutions and

the resources provided by the provincial co-operative banks to the agriculturists are not thereby reduced.

6. The Reserve Bank of India Act is likely to be amended soon so as to enable the Bank to advance medium-term loans for certain agricultural purposes through the apex co-operative institutions. When this takes place, the loans now being provided by the Government of India will have to be co-ordinated with the accommodation that the Reserve Bank is likely to make available for medium-term loans.

7. The amount of assistance that will be available to State Governments during the remainder of the current year and 1954-55 will be approximately Rs. 5 crores. The rate of interest, at which the loans will be given to the State Governments, will be $3\frac{3}{4}\%$ for medium-term loans and for long-term loans at the following rates :—

6 years	$3\frac{7}{8}\%$
7 to 8 years	4 %
9 to 10 years	$4\frac{1}{8}\%$
11 to 14 years	$4\frac{1}{4}\%$
15 to 19 years	$4\frac{3}{8}\%$
20 years and above	$4\frac{1}{2}\%$

The State Governments are requested to ensure that the funds provided are passed on to the ultimate borrower at a reasonable rate and that there is no undue increase on account of handling charges. The rate at which it is proposed to pass on the loans to the ultimate borrower may kindly be indicated.

8. The State Governments will be responsible for repayment of these loans, and it is presumed that they will provide the necessary staff for the distribution and proper supervision of these loans.

9. I am to request that a consolidated abstract statement showing the amounts proposed to be distributed to different areas may be sent in forms* I A. & B. by 25th of December, 1953 and that information may be supplied quarterly in forms* II A. & B. showing the amounts of loans advanced for different types of schemes of the first quarterly statement should be for the quarter ending the 31st March, 1954 and should reach this Ministry by the 15th of the Month succeeding the quarter.

These statements may be sent to the Economic and Statistical Adviser and Deputy Secretary to the Government of India, Ministry of Food and Agriculture, New Delhi.

*Not enclosed.

LETTER No. CPA/554/53-(BUD), DATED THE 2ND FEBRUARY, 1954 FROM THE COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO ALL DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, (EXCEPT WEST BENGAL, MANIPUR AND BILASPUR).

SUBJECT.—*Budget estimates in respect of the National Extension Service Development Blocks allotted during* 1953-54.

Will you please refer to Community Projects Administration's letter of even No. dated the 10th September *(10/11th November), 1953 on the above subject?

2. The purport of paragraph 1 of that letter is that—

(a) where the pattern of programme and expenditure in a National Extension Service Block is in accordance with Annexure I to letter No. CPA/163/52 dated the 29th April, 1953, the responsibility for programme approval, technical scrutiny, and issue of financial sanction will rest with the State Governments, and no approval of the Community Projects Administration is required. A copy of the budget is only to be sent for information to the Community Projects Administration.

(b) where the pattern of programme and expenditure *substantially differs* from that indicated in Annexure I, the variations proposed will be sent to the Community Projects Administration and actual schemes will be proceeded with only after obtaining the approval of the Community Projects Administration. It appears that there is some misunderstanding regarding the term "substantially differs". The object of this letter is to remove any doubts in this regard.

3. Annexure I to the Community Projects Administration letter No. CPA/163/52 dated the 29th April, 1953 classifies the estimated expenditure on a National Extension Service Block into seven heads, *viz.*, (i) Personnel, (ii) Transport, Office Equipment, etc., (iii) Local Works, (iv) Social Education, (v) Grants-in-aid in respect of recurring expenditure for schools, hospitals and other local institutions, (vi) Loan in respect of Minor Irrigation Schemes, and (vii) Loan for providing short-term credit facilities. The Community Projects Administration's views in respect of these heads are as follows:—

(i) *Personnel* . . . The staffing pattern (including the existing staff in the area) in a National Extension Service Block should be more or less on the lines indicated in the Annexure referred to above.

*( ) For Orissa only.

(ii) *Transport, Office Equipment, etc.*	These heads account for an estimated expenditure of Rs. 2·5 lakhs.
(iii) *Local Works* . . . (iv) *Social Education* . . (v) *Grants-in-aid in respect of recurring expenditure for schools, hospitals and other local institutions.*	The Community Projects Administration is most anxious that the multi-purpose character of the programme as indicated by the main heads is maintained. Subject to this desideratum and the overall ceiling of Rs. 2·5 lakhs, selection of and allotments to individual schemes as well as allotments to each main head is a matter for the State Government. No reference to Community Projects Administration for approval is necessary; where, however, schemes not relatable to these heads are proposed to be taken up, they will be referred to the Community Projects Administration for prior approval.
(vi) *Loan in respect of Minor Irrigation Schemes.*	This relates to a sepecific subject *e.g.*, minor irrigation. If, however, in a particular area, loans for minor irrigation schemes are not required, or are not required to the full extent of Rs. 1 lakh, but some amount is proposed to be given as loan in respect of some other schemes, *e.g.*, cottage industries or rural housing, the prior approval of the Community Projects Administration to such a variation in the nature of the Scheme under this head will be necessary.
(vii) *Loan for providing short-term credit facilities*	The loan amount under this head is to be provided through the Reserve Bank of India, Co-operative Societies and State Governments.

LETTER NO. CPA/31(1)/54-PP, DATED THE 5TH FEBRUARY, 1954, FROM THE COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATES).

SUBJECT.—*Taccavi loans for sinking of irrigation wells.*

It has been suggested that taccavi loans granted for sinking of irrigation wells in Rajasthan should be made subject to the following two special conditions, which would be in addition to those already being imposed :—

(a) The beneficiaries should undertake to plant on their land under the new well at least 8 to 10 trees, half of which may be fruit trees and the other half may be fuel and timber trees. The selection of particular type of these trees will, of course, depend upon local conditions such as soil, climate, personal taste, etc., and

(b) The farmers should agree to co-operate with the Project staff for a period of 3 years in

(i) carrying out demonstrations of improved seeds, manure, implements, agricultural practices, plant protection measures, etc. For this purpose they should annually set apart 6 biswas (1/5 acre) of irrigated land, and

(ii) multiplication of improved seeds.

2. It has also been suggested that every person availing himself of taccavi loans should be given an iron mhote-wheel, which he should fix on the well in preference to the wooden wheel, which is generally in use. The mhote-wheel, being fitted with ball-bearings, is lighter in weight and easier in operation and lasts much longer than the wooden wheel. It is, therefore, more economic in the long run.

3. It will be appreciated if the State Governments will consider these suggestions for adoption in their Community Project areas.

LETTER No. CPA/554/53-(BUD), DATED THE 25TH FEBRUARY, 1954 FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL STATE GOVERNMENTS (EXCEPT WEST BENGAL, MANIPUR AND BILASPUR).

SUBJECT.—*Procedure for the approval of Budgets or National Extension Service Blocks.*

Please refer to Community Projects Administration's letter No. CPA/554/53-(Bud), dated 2nd February, 1954. I enclose a statement indicating analysis of cost in respect of a National Extension Service Block. The following expenditure in respect of each Block should be regarded as 'ceilings' and should not be exceeded :

(a) Total expenditure . . . . . . Rs. 7·5 lakhs.
(b) Recurring expenditure . . . . Rs. 1·5 lakhs.
(c) Loan in respect of minor irrigation schemes . Rs. 1 lakh.
(d) Non-recurring non-loan expenditure . . Rs. 2 lakhs.

ENCLOSURE

Estimated expenditure on a National Extension development Block—Unit of 100 villages with a population of about 66,000 people.

(This budget is only intended as a guide and is to be adjusted according to local conditions.)

(Figures in lakhs of rupees)

Sl. No.	Detailed Head	Total	Recurring	Non-recurring	Loan	Other than loans
1	2	3	4	5	6	7
I	Personnel (including maintenance of Jeep and pay of driver etc.)	1·00	1·00	..	..	1·00

1	2	3	4	5	6	7
II	Transport (one jeep with trailer) office equipment, cycles, furniture, fixtures, fitting, building for office, seeds, implements and store.	0·50	..	0·50	..	0·50
III	Local Works (including road, culverts, public health, sanitation, drainage, etc.) . .	1·50	..	1·50	..	1·50
IV	Social Education (including prizes, etc. for farmers and miscellaneous schemes) .	0·25	0·25	..	.	0·25
V	Grants-in-aid in respect of recurring expenditure for schools, hospitals, and other local institutions . .	0·25	0·25	..	..	0·25
VI	Loan in respect of minor irrigation schemes .	1·00	..	1·00	1·00	..
VII	Loan for providing short-term credit facilities	3·00	..	3·00	3·00	..
	TOTAL .	7·50	1·50	6·00	4·00	3·50

(Figures in lakhs of Rs.)

Analysis of cost :

		Rs.
1	Total cost for 3 years	7·50
2	(*a*) Recurring expenditure	1·50
	(*b*) Non-recurring expenditure	6·00
3	(*a*) Loan	4·00
	(*b*) Other than loan	3·50
4	(*a*) Share of Central Government (50% of recurring and 75% of non-recurring expenditure plus loans, other than short term loans) Rs. 2·25+1·00	3·25
	(*b*) Share of States	1·25
	(*c*) Short-term loans to be provided through the Reserve Bank of India, Co-operative Societies and State Governments . . .	3·00

Letter No. CPA/155/53-54-(Bud), dated 10th March, 1954, from the Community Projects Administration (Planning Commission), New Delhi, to all Part 'A' & 'B' States.

Subject.—*Delegation of powers to the officers connected with the implementation of the Community Development Programme and the National Extension Service.*

The State Development Commissioners' Conferences held in May, 1952 and April, 1953, recommended that, in the interest of speedy execution of the programme, the officers connected therewith should have adequate powers delegated to them. The concrete recommendations made in this regard were forwarded to the State Governments for consideration and necessary action. In this connection, this Administration's letters No. CPA/155/52 dated 18-8-52, No. CPA/59/1/53 dated 1-5-1953 and No. CPA/567/53-(Bud) dated 24-10-1953 may please be referred to.

2. From the information received from State Governments it appears that, in many cases powers have either not been delegated in regard to certain essential items, or, where delegated, may not be adequate for the purpose. This, along with other factors, might have resulted in the slow rate of progress of Government expenditure on the Community Development Programme. It is therefore requested that the State Governments should urgently re-examine this question, and delegate requisite powers to various authorities as early as possible. An illustrative schedule is attached, indicating the minimum powers it would be desirable to delegate in respect of some essential items. This Administration may please be informed of the action taken in the matter.

1. Copy forwarded for information and necessary action to the Ministry of States/Home Affairs (For Part 'C' States under their administrative charge).

For the Community Projects/Development Blocks, it was suggested that in the case of Part 'C' States, the Development Commissioners may be delegated the powers which were recommended for the District Development Officers, in Part 'A' & 'B' States. In view of the fact that National Extension Service Development Blocks have now been taken up in Part 'C' States, it is suggested that the Development Commissioners of Part 'C' States may also be delegated with the same

powers as recommended for those of Part 'A' and 'B' States. In this connection this Administration's letter No. CPA/567/53-(Bud) dated 24-10-53 addressed to Part 'A' & 'B' States—copy to the Ministry of States/Home Affairs, may be referred to.

2. Copy to the Ministry of Finance (C. P. Branch) for information with reference to their u.o. No. 607-CP/54 dated 5-3-1954.

Schedule referred in CPA's letter No. CPA/155/53-54-(*Bud*), *dated the* 10*th March* 1954.

S. No.	Powers	Name of Officer	Extent of powers	Remarks
1	2	3	4	5
1	To sanction individual schemes (other than works) within the 'approved programme' without prior reference to Finance Dept.	(a) Development Commissioner	Upto Rs. 25,000 each scheme.	This has been delegated by the Punjab Government.
		(b) Distt. Development Officers/ Sub-Divisional Officers (For N.E.S.).	Upto Rs. 10,000 each scheme.	
		(c) Project Executive Officers/ Asstt. Project Executive Officers (where he is independently in charge of a Block) /Block Development Officer (For N.E.S.).	Upto Rs. 5,000 each scheme.	
2	To accord Administrative approval, expenditure and technical sanctions (within the approved programme) to 'works' (all works including irrigation, roads, etc.)	(a) Development Commissioner.	Upto Rs. 25,000 each item.	

	(Technical sanctions will be issued in consultation with the technical staff, attached to the Project Administration or, existing in the normal Department.)	(b) Distt. Development Officers/ S.D.Os (For N.E.S.).	Upto Rs. 10,000 each item.	
		(c) Project Executive Officer/ Asstt. Project Executive Officer (where he is independently in charge of a Block)/Block Development Officer (For N.E.S.).	Upto Rs. 5,000 each item.	This has been delegated by the Governments, of Bombay, Madras and Orissa.
3	To sanction expenditure on the purchase of stores.	(a) Development Commissioner.	Full powers.	
		(b) Distt. Development Officers/ S.D.Os (For N.E.S.).	Upto Rs. 5,000 per item.	
		(c) Project Executive Officer Asstt. Project Executive Officer (where he is independently in charge of a Block)/Block Development Officer (For N.E.S.).	Upto Rs. 1,000 per item.	This has been delegated by the Government of Travancore-Cochin.
4	To sanction loans (within the 'approved programme').	(a) Development Commissioner.	Upto Rs. 10,000 each item.	
		(b) Distt. Development Officers/ S.D.Os (For N.E.S.).	Upto Rs. 5,000 each item.	

1	2	3	4	5
		(c) Project Executive Officer/ Asstt. Project Executive Officer (where he is independently in charge of a Block)/Block Development Officer (For N.E.S.).	Upto Rs. 2,500 each item.	
5	To sanction grant-in-aid to local institutions (within the approved programme).	(a) Development Commissioner.	Full powers.	
		(b) Distt. Development Officers S.D.Os (For N.E.S.).	Upto Rs. 5,000 each item—Non-recurring. Upto Rs. 5,000 per annum for each institution—Recurring.	
		(c) Project Executive Officer/ Asstt. Project Executive Officer (where he is independently in charge of a Block)/Block Development Officer (For N.E.S.).	Upto Rs. 2,500 each item.—Non-recurring. Upto Rs. 2,500 per annum For each institution—Recurring.	

Letter No. CPA/564/53-(Bud), dated the 11th March, 1954, from the Community Projects Administration, New Delhi, to all Part 'A' & Part 'B' State Governments (except Mysore).

Subject.—*Procedure regarding approval of Budget Estimates for the Community Projects Development Blocks allotted in* 1953-54

Will you please refer to letter No. CPA/564/53-(Bud), dated 14-8-1953, conveying approval of the Budget Estimates for the Community Projects Development Blocks allotted in 1953-54 upto the quarter ending 31st December, 1953? The procedure regarding giving general approval by the Community Projects Administration to the Project Budget Estimates for the three-year period has now been carefully examined and the following decisions have been taken :—

(1) Where the programme and expenditure provision in a Community Project Development Block conform to the main groups I to X of Annexure II to letter No. CPA/163/52, dated the 29th April, 1953, the responsibility for programme approval, technical scrutiny, and issue of financial sanction for each scheme will rest with the State Governments, and no prior approval of the Community Projects Administration is required, so long as the items of the programme proposed find a place in the attached statement. Any other items will require prior approval. The limits indicated in the Annexure for each Block in respect of—

(a) total expenditure,

(b) rupee expenditure,

(c) recurring expenditure of Rs. 2 lakhs under Project headquarters, and

(d) expenditure other than loans,

should be regarded as ceilings, and should not be exceeded. Subject to this condition, the selection of and financial allotments to individual schemes, will be a matter for the State Governments. A copy of the Budget for each Block will be sent to the Community Projects Administration as well as copies of sanctions to individual schemes as and when they are given by the State Government.

(2) Where the programme and expenditure provision largely differ from those indicated by the main Groups I to X of Annexure II, the variations proposed will be sent to the Community Projects Administration, and actual schemes will be undertaken only after obtaining the approval of the Community Projects Administration.

(3) State Governments will be free to make revisions or reappropriations among the items within a Group in regard to funds, as well

as to vary, alter, or modify schemes and physical targets in the programme under each main head to the extent that may be considered necessary; but in regard to items included with the Community Projects Administration's prior approval, changes in regard to the nature of the schemes and major variations in the targets may be made only after prior approval of the Community Projects Administration.

2. The following suggestions may please be borne in mind when drawing up programmes for each Development Block :

(a) Basic facts about existing features should first be ascertained before targets of the programme are proposed.

(b) Unit costs should not vary very widely from those given in the "Community Projects—A Draft Handbook", and those accepted in the approved programme for the first Blocks allotted in 1952-53 and should take into account the fact that the total allotment for a block is only Rs. 15 lakhs, as against over Rs. 21 lakhs for a block of the 1952 series. Special attention should be paid to keep cost of buildings within a reasonable limit, and to eliminate the need for separate buildings for community centres.

(c) In respect of 'loan' items, no subsidy will be allowed. If State Governments consider that subsidy should be given in certain cases, they should themselves bear the expenditure, as no share will be borne by the Central Government.

(d) In cases where, on some items, *e.g.*, demonstration of improved seeds and agricultural practices, poultry, improved fishery, distribution of seeds and seedlings, grafts, etc., for village forests, horticulture, etc., grants are proposed to be allowed for demonstration purposes, and loans for work on a commercial scale, the grant portion should be a small amount confined to the specific needs and purposes of demonstration. Where the estimates as adopted by State Governments contain provision for this purpose which is considered excessive, it is liable to suitable reduction by the Community Projects Administration.

3. The programmes and budget estimates, with full details of existing features and targets of proposed programmes, should reach the Community Projects Administration by the 31st July, 1954, at the latest. In respect of blocks for which these details are not furnished, requests for quarter-yearly advance payments will not be considered. Until then, State Governments may indicate the extent, Group-wise to which their programmes and estimates are likely to be on the lines of Annexure II to the letter of the 29th April, 1953, and on this basis forward requests for quarterly advances in the same manner as for the 1952 series.

4. As soon as possible, the State Governments may please send their indents for equipment required for these blocks, indicating the purpose for which each item is required, the programme with which it is related, and whether it will be a 'loan' or a 'non-loan' item.

ENCLOSURE

List of items covered in the programme for a Community Project/ Development Block.

Sl. No. 1	Major Head 2	Brief description of the programme 3
I II	State Headquarters A. Project Headquarters	(a) Expenditure on personnel including other recurring expenditure. (b) Non-recurring expenditure on equipment, furniture, etc. (c) Jeep or other vehicles. (d) Housing for project staff. (e) Office buildings. (f) Garages.
	B. Animal Husbandry and Agricultural Extension	(a) Demonstration equipment. (b) Tractors. (c) Jeep or other vehicles. (d) Agrl. Extension Sub-headquarters. (e) Tractor and jeep service centres. (f) Marketing centre and storage godowns. (g) Model farms. (h) Seed multiplication centres. (i) Demonstration of improved agrl. practices. (j) Crop-competitions. (k) Plant protection measures. (l) Forests. (m) A. H. Key village Scheme. (n) Artificial insemination centre. (o) Veterinary dispensaries. (p) Sheep breeding centre. (q) Goat breeding centre. (r) Stud-Ram centre. (s) Dry Cattle farm. (t) Inland fishery. (u) Sea fishery. (v) Poultry centre. (w) Piggery centres, etc.
	C. Irrigation	(a) Surface wells new. (b) Repairs and deepening and existing wells. (c) Tube-wells.

1	2	3
II		(d) Pumping sets. (e) Weirs across rivers. (f) Bundies. (g) Channels. (h) Embankments. (i) Tanks. (j) Repair of tanks, etc. (k) Rural Electrification.
	D. Reclamation . .	(a) Reclamation. (b) Soil conservation. (c) Flood protection etc.
	E. Health and Rural Sanitation.	(a) Drinking water supply. (1) New Wells. (2) Repair of existing wells. (3) Tube wells. (4) Streams. (5) Tanks, etc. (b) Drainage. (c) Sanitation. (d) Dispensaries. (e) Hospitals. (f) Maternity and child welfare centre. (g) Primary Health Centres (new). (h) Secondary Health Centres (new). (i) Improvement of existing dispensary into Primary health Centre. (j) Improvement of existing hospital into Secondary Health Centre. (k) Aid to existing dispensaries and hospitals. (l) Leprosy clinic. (m) Filariasis clinic. (n) T. B. Clinic. (o) Jeep or other vehicles. (p) Improvement of rural housing, etc.
	F. Education . .	(a) Primary schools (Basic type). (b) Aid to existing primary schools. (c) Conversion of Primary Schools into basic type. (d) Middle Schools. (e) Aid to existing schools. (f) Conversion of Middle Schools into senior basic. (g) High Schools. (h) Aid to existing High Schools. (i) Conversion of High School into post basic. (j) Janata College.

1	2	3
II	G. Social Education .	(a) Community recreation centres. (b) Adult literacy centres. (c) Sports, games, etc., and Youth Welfare organisations like Farmers' Club, Youngmen's Club, etc. (d) Kisan Melas. (e) Conducted visits to other areas of development. (f) Dissemination of information through posters, slides, lectures, etc. (g) Short camps of villagers. (h) Women's organisations and welfare. (i) Children's organisations and welfare. (j) Mobile Cinema van. (k) Jeep or other vehicles, etc.
	H. Communications .	(a) Katcha roads. (b) M. T. roads. (c) H. T. Roads. (d) Tarred roads. (e) Culverts. (f) Equipment. (g) Staff for all 'works' in Community Project area, etc.
	I. Rural arts, crafts and Industries.	(a) Training. (b) Cottage Industries.

LETTER No. CPA/119/54-(BUD), DATED THE 23RD MARCH, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL STATE GOVERNMENTS.

SUBJECT.—*Organisation and Finance for Community Projects.*

Please refer to this Administration's letter No. CPA/119/52, dated 4-7-52* (copy enclosed for ready reference) on the above subject. It was pointed out therein that the assistance already being received by States from the Central Government in regard to certain development schemes *e.g.*, G.M.F. scheme, education scheme etc., should, to the extent possible, be concentrated in the areas selected for Community Development, and the project budgets should be drawn to provide only for additional schemes considered necessary to approximate to the prescribed pattern. This policy should continue to be observed both in respect of community project and National Extension Service areas where the schemes fulfil the conditions attached to the G.M.F. assistance. Particular care should however be taken to avoid duplicate provision of

*Not printed.

funds in the project budgets in respect of any scheme financed from G.M.F. Funds or any other development programme financed from the Centre.

LETTER No. CPA/534/3/54-(BUD), DATED THE 2ND APRIAL, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (EXCEPT WEST BENGAL, MANIPUR AND BILASPUR).

SUBJECT.—*Accounting and audit arrangements in respect of transactions connected with the National Extension Service Development Blocks.*

Please refer to para 4 of this Administration's letter No. CPA/554 /53-(Bud), dated the 10th September,* (10/11th November) 1953. A copy of letter No. 515-Admn. I/424-53, dated 22-3-1954, issued by the Office of the Comptroller and Auditor General of India to all the Accountants General and Comptrollers, on the above subject, is enclosed. In order to enable the Accountant General of your State to keep a watch on the expenditure incurred on the National Extension Service Blocks, it is requested that a copy of the approved budget estimates for each Block (and modifications, if any) should be forwarded to the Accountant General concerned, if not already done. Similar action may also be taken in respect of all National Extension Service Blocks to be allotted in future.

2. With reference to para 3 of this Administration's letter of 10th September, 1953 *(11th November, 1953), quoted above, it is requested that a copy of "half-yearly certified statements of expenditure" may also be endorsed to the Accountant General concerned for necessary action.

1. Copy forwarded to the Development Commissioner, Government of West Bengal, for information and necessary action as indicated in paras 1 & 2 above. Two copies of the letter dated 22-3-54 issued by the office of the Comptroller & Auditor General of India, quoted above are enclosed.

2. Copy together with a copy of the letter dated 22-3-54 issued by the office of the Comptroller & Auditor General of India quoted above, to the Ministry of Finance (C.P. Branch) for information.

3. Copy to the Assistant Comptroller & Auditor General (Adm.), for information. It is requested that copy each of the Comptroller & Auditor General's No. 311/Admn./53, dated 11-2-54, No. 257-Admn. I/ 311-53, dated 15-2-54 and No. 137-Admn. I/778-51, dated 3-2-53, may please be forwarded to this Office.

*( ) For Orissa only.

Enclosure

Copy of letter No. 515-Admn. I/424-53, from the Comptroller and Auditor General of India, dated 22-3-1954, to All Accountants General and Comptrollers of Part A and B States, Comptroller, Vindhya Pradesh and the Accountant General, Central Revenues and Accountant General, Food Rehabilitation and Supply.

Subject.—*Accounting and audit arrangements in respect of transactions connected with the National Extension Service Development Blocks.*

I am to invite a reference to para 4 of the Community Projects Administration (Planning Commission) letter No. CPA/554/53-(Bud), dated the 10th September, 1953, addressed to State Governments (Copies of which are understood to have been forwarded to the Accountants General and Comptrollers by the Ministry of Finance) intimating that the procedure for accounting and audit of the expenditure in respect of the National Extension Service Development Blocks was being considered in consultation with the Comptroller and Auditor General.

2. The question of devising an integrated scheme of classification for Local Development Works and National Extension Service Development Blocks with particular reference to the propriety of funding the Central Grants received by the State Governments, is under consideration in consultation with the Government of India. In this connection, a reference is also invited to this Office No. 257-Admn. I/311-53, dated 15-2-54, forwarding a copy of Comptroller and Auditor General's U.O. No. 311/Admn. I/53, dated 11-2-1954 containing Comptroller and Auditor General's comments on the accounting and other arrangements of "Local Works".

A further communication will follow after the question of classification is decided.

3. (a) A copy of the Government of India, Community Projects Administration (Planning Commission) letter No. CPA/163/52, dated 29-4-53 explaining the programme of National Extension Service Blocks is forwarded herewith for information and guidance. It is presumed that copies of the approved 'schematic budgets' in the form prescribed in Annexure I to this letter have been supplied to your office to enable you to watch what the total expenditure on a Development Block does not exceed the approved limit and that the expenditure incurred on a Block under the main groups of activities as indicated in the Annexure does not exceed the limits approved for each of these items. The Community Projects Administration is, however, being requested to issue instructions to the Development Commissioners of the States for ensuring that copies of the approved Budget estimates (and modifications thereto) for the each Block are invariably sent to the Accountant General concerned.

(b) In accordance with the orders contained in para 3 of the Community Projects Administration (Planning Commission) Circular letter of 10-9-53, authorisations for incurring expenditure on National Extension Service Development Blocks will be issued once every six months on receipt of a certified statement of expenditure from the Development Commissioners. The Community Projects Administration is being requested to arrange for endorsing a copy of "half-yearly certified statements of expenditure" to the Accountants General concerned for reconciliation of expenditure with the accounts maintained by them if this practice is not already in vogue. The responsibility for reconciliation of figures will, however, rest with the Development Commissioners as in the case of Community Projects.

4. The audit of expenditure on National Extension Service Development Blocks will be conducted in accordance with the general rules, and procedure prescribed in the Codes and Manuals. Whether works are executed through the P.W.D. or by the Block Development Officer himself, the rules and procedure to be followed are already provided for in paragraphs 184 to 192 of the Central Government Compilation of General Financial Rules, Volume I, and in corresponding rules of the State Governments. As regards the conditional grants-in-aid to representative agencies of the people, in accordance with the rules in paragraphs 206 to 209 of the same compilation and corresponding rules of the State Governments, the proper utilisation of the grant will be watched by the Block Development Officer and necessary certificates furnished by him to Audit, as required in the rules cited. In this connection, a reference is also invited to the instructions contained in this office letter No. 173-Admn. I/778-51, dated 3-2-53 reiterating that when conditions are attached to the grants-in-aid, audit cannot divest itself of the responsibility of seeing that the conditions are fulfilled. To enable enforcement of the fulfilment of conditions it is necessary that the agencies receiving aid should be bodies with legal status capable to sue and be sued. The fulfilment of the conditions will be checked in local audit.

5. As regards the extent and scope of audit, the instructions contained in para 9 of this office circular letter No. 444-Admn. I/218-53. II, dated 9-3-54 will apply *mutatis mutandis* to the audit of expenditure on National Extension Service Development Blocks.

6. If the actual working of the National Extension Service Development Blocks has thrown out any problems not covered by these instructions and further guidance is felt necessary, they may be referred to this office.

No. 516-Adm. I/424-53, 22nd March, 1954.

Copy forwarded to the Community Projects Administration (Planning Commission) for information and necessary action on paras 3(a) and (b) of the above letter.

LETTER No. CPA/554/53-(BUD), DATED THE 3RD APRIL, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF WEST BENGAL, RAJ BHAVAN, CALCUTTA.

SUBJECT.—*Procedure for the approval of budgets for National Extension Service Blocks allotted in* 1953-54.

Please refer to Community Projects Administration's letter No. CPA/163/9/53, dated 6-3-1954. I enclose a statement indicating analysis of cost in respect of the National Extension Service Blocks allotted to West Bengal. The following expenditure in respect of each Block should be regarded as 'ceilings' and should not be exceeded:

(a) Total expenditure	Rs. 8.5 lakhs.
(b) Recurring expenditure	Rs. 1.5 lakhs.
(c) Loan in respect of minor irrigation schemes and cottage industries etc. . . .	Rs. 2 lakhs.
(d) Non-recurring non-loan expenditure . .	Rs. 2 lakhs.

2. Annexure I to the Community Projects Administration letter No. CPA/163/52, dated the 29th April, 1953, classifies the estimated expenditure on a National Extension Service Block into seven heads, *viz.*, (i) Personnel, (ii) Transport, Office Equipment, etc., (iii) Local Works, (iv) Social Education, (v) Grants-in-aid in respect of recurring expenditure for schools, hospitals and other local institutions, (vi) Loan in respect of Minor Irrigation Schemes, and (vii) Loan for providing short-term credit facilities. Additional provision upto Rs. 1 lakh as loan has also been allotted for each N.E.S. Block in West Bengal. The Community Projects Administration's views in respect of these heads are as follows :—

(i) Personnel	The staffing pattern (including the existing staff in the area) in a National Extension Service Block should be more or less on the lines indicated in the Annexure referred to above.
(ii) Transport, Office Equipment, etc. (iii) Local Works . . . (iv) Social Education . . (v) Grants-in-aid in respect of recurring expenditure for schools, hospitals and other local institutions.	These heads account for an estimated expenditure of Rs. 2·5 lakhs. The Community Projects Administration is most anxious that the multi-purpose character of the programme as indicated by the main heads is maintained. Subject to this desideratum and the overall ceiling of Rs. 2.5 lakhs, selection of and allotments to individual schemes as well as allotments to each main head is a matter for the State Government.

	No reference to Community Projects Administration for approval is necessary ; where, however, schemes not relatable to these heads are proposed to be taken up, they will be referred to the Community Projects Administration for prior approval.
(vi) Loan in respect of Minor Irrigation Schemes, and rural arts and crafts.	This relates to two specific subjects *e.g.* minor irrigation and rural arts & crafts. If, however, in a particular area, these loans are not required, or are not required to the full extent of Rs. 2 lakhs, but some amount is proposed to be given as loan in respect of some other schemes *e.g.*, rural housing, the prior approval of the Community Projects Administration to such a variation in the nature of the scheme under this head will be necessary.
(vii) Loan for providing short-term credit facilities.	The loan amount under this head is to be provided through the Reserve Bank of India, Co-operative Societies and State Governments.

3. A copy of the budget of each N.E.S. Block should be sent to the C.P.A. for information or comments.

ENCLOSURE I

(For 1953-54 series N.E.S. Development Blocks allotted to West Bengal)

Estimated expenditure on a national extension service development Block—Unit of 100 villages with a population of about 66,000 people.

(This budget is only intended as a guide and is to be adjusted according to local conditions)

(Figures in lakhs of Rs.)

Sl. No.	Detailed Head	Total	Recurring	Non-recurring	Loan	Other than loans
1	2	3	4	5	6	7
I	Personnel (including maintenance of Jeep and pay of driver etc.)	1·00	1·00	..	..	1·00

1	2	3	4	5	6	7
II	Transport (one jeep with trailer) office equipment, cycles, furniture, fixtures, fitting, building for office, seeds, implements and store .	0·50	..	0·50	..	0·50
III	Local Works (including road, culverts, public health, sanitation, drainage etc.) . .	1·50	..	1·50	..	1·50
IV	Social Education (including prizes etc. for farmers and miscellaneous schemes) .	0·25	0·25	..	..	0·25
V	Grants-in-aid in respect of recurring expenditure for schools, hospitals, and other local institutions .	0·25	0·25	..	..	0·25
VI	Loan in respect of minor irrigation schemes and cottage industries etc.	2·00	..	2·00	2·00	..
VII	Loan for providing short-term credit facilities .	3·00	..	3·00	3·00	..
	TOTAL .	8·50	1·50	7·00	5·00	3·50

ENCLOSURE II

Analysis of cost

(Figures in lakhs of Rs.)

	Rs.
1. Total cost for 3 years	8·50
2. (a) Recurring expenditure	1·50
(b) Non-recurring expenditure . . .	7·00
3. (a) Loan	5·00
(b) Other than loan	3·50

4. (a) Share of Central Government (50% of recurring and 75% of non-recurring expenditure plus loans, other than short-term loans) Rs. 2·25+2·00= . .	4·25
(b) Share of States	1·25
(c) Short-term loans to be provided through the Reserve Bank of India, Co-operative Societies and State Governments. .	3·00

LETTER NO. CPA/582/54-(BUD), DATED THE 24TH APRIL, 1954, FROM COMMUNITY PROJECT ADMINISTRATION, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS.

SUBJECT.—*Phasing of non-recurring expenditure in Community Projects and National Extension Service Blocks.*

It has been reported that there is some mis-conception in the mind of certain State Governments that, as the duration of the current Community Development Programme including National Extension Service is for three years, the non-recurring expenditure on the various items should also be distributed equally over a three-year period. This is certainly not the intention. Items involving non-recurring expenditure, namely, roads, culverts, buildings equipment, supplies, irrigation works, loans etc., are to be taken up immediately after the overall programme for the Project or Block has been sanctioned and should be completed as early as possible. In certain cases the entire non-recurring expenditure in respect of an item, *e.g.* a hospital, school etc. can be incurred in the first year itself. There is no need to prolong such works to a period of three years. Similarly all equipment and supplies needed for the programme could be planned beforehand and obtained straightaway during the first year itself. It is only the recurring part of the expenditure, namely, staff, maintenance of works, etc., which will extend over the entire period of three years. I shall be grateful if you will kindly examine the items involving non-recurring expenditure and see that they are taken up for execution as speedily as possible, subject only to the overall need for balanced development in all fields.

LETTER NO. CPA/534/52-53-(BUD), DATED THE 5TH MAY, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, TO ALL STATE GOVERNMENTS.

SUBJECT.—*Accounting arrangements in respect of transactions connected with the Community Development Projects under Indo-United States Technical Co-operation Agreement.*

In continuation of this Administration's letter of even number dated the 20th October, 1953, on the above subject, a copy of letter No. F.I (98)-B/52, dated the 20th January, 1954, containing the instructions for

the correct classification of charges on Community Development Projects, issued by the Ministry of Finance, Government of India, to all Accountants General and Comptrollers, is forwarded herewith for information.

ENCLOSURE

Letter No. F.1 (98)-B/52, *dated the 20th January,* 1954 *from the Union Ministry of Finance to all Civil Accountant Generals and Comptrollers (including Accountant General, Food Rehabilitation and Supply).*

SUBJECT.—*Accounting arrangement in respect of transactions connected with Community Development Projects under Indo-United States Technical Co-operation Agreement.*

In continuation of this Ministry's letter of even number dated the 22nd September, 1953, on the subject noted above, I am directed to state that it has been decided in consultation with the Comptroller and Auditor General that the following instructions should be observed for the correct classification of charges on Community Development Projects.

2. Expenditure on the entire Project personnel including supervisory staff and field workers (as outlined in the list attached), should be shown under 'State Headquarters Staff' or 'District Project Headquarters', as the case may be. Expenditure on the following categories of staff even though attached to the Project Headquarters should be shown under the minor heads indicated against them :

Details of expenditure	Minor Head
School teachers works Staff	F. Education H. Communications. *or* K. Works, as the case may be.
Staff for Rural Arts, crafts & industries . . .	I. Rural Arts, Crafts and Industries.
Miscellaneous staff not included in the list referred to above such as bull attendents, tractor mechanics and operators, Projector operators etc.	Respective minor heads.

The expenditure on works relating to the various items of programme should be classified under the respective minor heads *e.g.* expenditure on hospitals and buildings should be debited under the minor head 'E. Health & Sanitation'. The minor head 'K. Works' should be

operated on only for classifying works expenditure relating to the urban units of composite projects. The minor head "J-Training" is not to be made use of at all for the present, since no training scheme has so far been sanctioned, any part of the expenditure on which is debitable to the estimates of the Community Projects. If at some future date such a scheme is sanctioned, it will be specifically indicated that the expenditure is to be exhibited under this sub-head. Until then no expenditure should be exhibited under this sub-head.

3. It has also been decided in consultation with the Comptroller & Auditor General that the existing minor head 'A. District Establishment' should be re-designated as 'A. Project Headquarters (including housing for Project Staff'.)

List referred to in letter No. F. 1(98)-B/52

I. State headquarters Officers & Staff (including Ministerial Staff)

II. *Project Headquarters* —Project Executive Officer.
Asstt. Project Officers.

—Agriculture graduates.
Agriculture graduates with knowledge of animal husbandry.
Agriculture graduates with experience in co-operation and knowledge of village participation.
Agricultural Engineers or civil/mechanical engineers with experience of agricultural engineering.
Civil overseers.
Village level workers.
Stockmen.
Messengers.

Social Education Organisers.

—Medical Officers
Compounders
Sanitary Inspectors
Health Visitor
Midwives.

Plus the requisite ministerial staff.

Letter No. CPA/564/53-(Bud), dated the 14th May, 1954, from the Community Projects Administration, New Delhi, to all Part 'A' and 'B' States.

Subject.—*Procedure regarding approval of budget estimates for Community Projects/Developments Blocks.*

Will you please refer to Community Projects Administration's letter No. CPA/564/53-(Bud), dated 11th March, 1954, on the above subject? I write to inform you that the revised procedure regarding approval

of budget estimates communicated in the above-quoted letter will also apply *mutatis mutandis* to the consolidated budget estimates for the Community Projects/Blocks allotted in 1952-53 and which have been approved generally by the Community Projects Administration.

LETTER NO. CPA/542/2/54-(BUD), DATED THE 17TH JUNE, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL PART 'C' STATES (EXCEPT KUTCH, MANIPUR AND TRIPURA).

SUBJECT.—*Loan expenditure on Community Development Projects and the National Extension Service.*

Please refer to para 2 of this Administration's letter/endorsement No. CPA/554/19/53-54-(Bud), dated the 27th March, 1954, in which it was indicated that from 1954-55 onwards, funds for all 'loan' expenditure on Community Development Projects and National Extension Service Blocks, whether incurred directly by the State Government or paid as loans to third parties, would be made available by the Central Government to Part 'C' States only as loan.

2. Pending the amendment of the Government of Part 'C' States Act, budget provision for the financial year 1954-55 had been made on the previous basis, both by the Central and State Governments. It had been expected that after this Act was amended, the necessary adjustments could be made immediately for the whole of the current financial year in regard to the payment of loans for 'loan' expenditure, but certain difficulties have arisen, because of which this may not be possible immediately. Until further orders, therefore, the existing arrangements will continue; the payment and recovery of loans to third parties will be arranged by State Governments and adjusted in the Central budget.

3. So far as loans to third parties are concerned, State Governments have presumably already indicated their requirements, for inclusion in the Central budget. Similarly, following the previous procedure, loan expenditure to be incurred directly by these Governments should already have been included in their revenue budgets. You are, therefore, requested to intimate immediately to this Administration, and at any rate not later than the 31st July, 1954, details of the total amounts required during 1954-55 for "loan expenditure" in the form below :

Project or Block	Item of expenditure under the main heads of the approved programme	Amount estimated for 1954-55		Amount already provided in the budget for 1954-55	
		Direct expr. by State	Third party loans	Direct expr. by State (State's revenue budget)	Third party loans (Central budget)

LETTER No. CPA/29/54, DATED THE 17TH JULY, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Content of the Community Project and N. E. S. programme.*

At the first Development Commissioners' Conference held in May 1952, it was agreed that the expenditure to be incurred by State Governments on various development schemes under their Five Year Plan *e.g.* G.M.F. Schemes, schemes regarding Health, Education, Communications, Irrigation etc., would be concentrated in the areas selected for community development, *vide* letter No. CPA/119/52, dated 4th July, 1952. It was accordingly suggested that the community project budgets should be drawn to provide only for such schemes as would be in addition to these schemes and which were considered necessary to approximate to the pattern visualised in the community projects. This policy was also emphasised in paragraph 6 of the note forwarded with letter No. CPA/163/52, dated 29-4-1953 (Blue Pamphlet), and was re-iterated, and made applicable to N.E.S. Blocks also in letter No. CPA/119/54-(Bud), dated 23rd March 1954.

2. There still appears to be misunderstanding in some States in regard to this matter. The intention is that the actual provision in the Community Project and N.E.S. Block budgets should be regarded as providing only *nucleus* funds for developmental activities in these areas. The Community Development Programme, including the N.E.S., is essentially a programme of all the welfare departments and not of a single department of the State Government. The heads of all departments concerned with rural development should, therefore, be as much concerned with the carrying out of their normal departmental activities in these areas, as they were before the introduction of this programme. If this were done, the staff in the Community Project and N.E.S. areas could see to it that the money spent was applied in the best and the most fruitful manner, besides securing a greater measure of peoples' own participation in the programmes.

3. After a careful review of the whole question, it is considered that in respect of schemes receiving financial assistance from the Central Government and which are administratively in-charge of various Central Ministries, funds, by way of grants or loans as the case may be, should be applied to the maximum extent possible in the areas where Community Projects and N.E.S. Blocks are located. They should in no case be less than 25% of the total allotments, in view of the fact that one-fourth of the country will be covered with N.E.S. Blocks during this Plan Period. Where availability of technical personnel, raw materials, response from the people etc., so warrant it, the degree of concentration of funds in these areas may be higher.

4. It is requested that the content of the programme in the Community Projects and N.E.S. Blocks be intensified and expanded accordingly.

5. It is also requested that information be furnished to the Community Projects Administration in the quarterly reports regarding the extent of utilisation of such non-project funds in these areas. This will be kept in view as a criterion for the allotment of fresh N.E.S. Blocks, as well as for the conversion of N.E.S. Blocks into Community Project Blocks in future.

6. A statement is attached listing certain schemes sponsored and financially assisted by the Ministries of the Central Government. This list is only illustrative. There are, besides these, the schemes undertaken by the State Governments themselves under their Five Year Plan. It is suggested that these also be applied in a similar manner in the Community Project and N. E. S. areas.

ENCLOSURE

Statement giving an illustrative list of schemes sponsored and financially assisted by the Ministries of the Central Government

Sl. No.	Ministry	Scheme
1	Ministry of Food and Agriculture.	(1) G. M. F. Schemes.
		(2) Key village schemes for cattle improvement.
		(3) Provision of medium and long term loans to supplement the co-operative and other institutional sources of agricultural credit and to give further assistance to the development of agriculture, animal husbandry, fisheries and horticulture, *vide* Ministry of Food and Agriculture letter No. F. 32-1/53-P. C.III dated November, 1953. 50% of the amount is to be earmarked for Community Project and N.E.S. Blocks.
		(4) The Indian Central Oil-seeds Committee gives assistance for development of village oil ghani (*vide* CPA/CI&C/20/52 dated 14-7-1953).

1	2	3
2	Ministry of Health .	Establishment of Maternity and Child Welfare Centres.
3	Ministry of Education .	(1) Development of basic and social education ; plan for opening 80,000 schools as a measure of un-employment relief. (2) Students Camps.
4	Ministry of Transport (Roads Organisation).	"Village roads co-operative development scheme" financed out of Central Road Fund ; the Central Government, the State Government, and the villagers contributing 1/3rd each for the construction of rural roads.
5	Ministry of Home Affairs	Welfare schemes for scheduled castes, scheduled tribes and backward classes under Article 275 of the constitution.
6	Ministry of Commerce and Industry.	(1) In respect of about 12 village small-scale industries the Ministry provides as loans, the working capital and expenditure on purchase of raw materials. The non-recurring and recurring expenditure is shared between the Central and State Govt. in agreed proportions. Similar assistance is also provided by the All India Handicrafts Board for certain industries such as pottery, toy-making etc. (2) The Khadi and Village Industries Board arranges for training of artisans and for giving financial assistance for village industries. (3) The All India Handloom Board and the Central Silk Board (India) also offer financial assistance for handloom and silk industries respectively. (4) The All India Coir Board recently set up provides financial assistance for development of coir industry.

LETTER No. CPA/534/53-54-(BUD), DATED THE 24TH AUG. 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Accounting and Audit arrangements in respect of transactions connected with the Community Development Projects and National Extension Service Development Block.*

A copy of letter No. 1448-Admn. I/218-53-II, dated the 9th August, 1954, together with a copy of letter No. 444-Admn. I/281-53-II, dated the 9th March, 1954, from the Comptroller & Auditor General of India to all Accountants General and Comptrollers, is forwarded herewith for information. In this connection a reference is also invited to letter No. 515-Admn. I/424-53 dated 22-3-54 from the Office of the Comptroller and Auditor General of India, forwarded to you *vide* this office letter No. CPA/534/3/54-(Bud), dated 2-4-54.

ENCLOSURE 1

Letter No. 1448-*Admn. I*/218-53-*II, dated the 9th August,* 1954 *from office of the Comptroller and Auditor General of India, New Delhi, to all Accountants General and Comptrollers.*

SUBJECT.—*Accounting and Audit Arrangements in respect of transactions connected with the Community Development Projects and National Extension Service Development Block.*

I am to invite a reference to para 5 of this office circular letter No. 444-Admn. I/281-53-II, dated the 9th March, 1954, and para 4 of circular letter No. 515-Admn. I/424-53, dated 22-3-54, wherein it was mentioned, *inter alia,* that the proper utilization of the conditional grants-in-aid to representative agencies of the people would be watched by the Project authorities and to enable enforcement of fulfilment of the conditions it was necessary that the agencies receiving the aid should be bodies with legal status capable to sue and be sued.

2. In this connection I am to enclose an extract of para 6A(2) of the proceedings of the Sub-Committee No. 3 of the third Development Commissioners Conference held at Ooty during the last week of May, 1954. The Development Commissioners Conference held that an insistence on the condition that the bodies to whom the grants were to be given should be bodies having 'legal status capable to sue and be sued' would bring in difficulties in the working of scheme involving peoples' participation, since such bodies with legal status would be very few in number and work would be held up if the others had all to be legally recognised before being given any grants. The conference therefore, decided that such bodies need not have a legal entity but that the Development Commissioner and the Project Officer under him should

satisfy themselves about the genuineness and reliability of the body. This decision of the conference has been accepted by the Government of India.

It may, however, be mentioned that where subsequent developments prove that Government have been put to substantial loss because such grants were made to bodies without a legal status it would be open to the Accountant General to comment on it in this Audit Report.

Copy to an extract of Para 6A(2) of the Sub-Committee No. 3 of 28th May, 1954.

Para 5 of the Comptroller and Auditor General's letter dated 9th March, 1954, requiring that agencies receiving financial aid should be bodies with legal status capable of suing or being sued was considered. The Sub-Committee strongly felt that in view of the nature of the programme of which people's participation is the essence, it is not practicable strictly to adhere to this requirement. It should be permissible to give grants-in-aid to *ad hoc* bodies without any legal status provided the granting authority is satisfied about the bona fides of the bodies concerned. This should be taken up with the Comptroller and Auditor General with a view suitably to amending his letter.

Enclosure 2

Letter No. 444-Admn. 1/218-53-*II, dated the 9th March,* 1954, *from Office of the Comptroller and Auditor General of India, New Delhi, to All Accountants General and Comptrollers of part 'A' and Part 'B' States, Comptroller, Vindhya Pradesh, Accountant General, Central Revenues and the Accountant General, Food, Rehabilitation and Supply.*

Subject.—*Accounting and Audit arrangements in respect of transactions connected with the Community Development Projects under the Indo-U. S. Technical Co-operation Agreement.*

I am to invite a reference to the Government of India Ministry of Finance letter No. F.I(98)-B/52, dated the 5th December, 1952, on the subject indicated above, as subsequently modified by that Ministry's letter of even number dated the 22nd September, 1953, laying down with the concurrence of the Comptroller and Auditor General the accounting arrangements for transactions connected with the Community Development Project together with the major and minor heads of accounts under which they were to be classified. In this office letter No. 765-Ac/Kw. 27-53, dated the 29th July, 1953, the sanction of the Comptroller & Auditor General was conveyed to the opening of a new minor head 'Suspense' under the major head "63-B—Community Development Projects" for recording the transactions of the nature of suspense accounts as per Chapter XIII of the Central Public Works Account

Code (or corresponding provision in State Code) if the State Government decide to maintain the accounts of Community Projects on Public Works model.

In Shri P. K. Rau's D.O. No. 2/DI-10/52(II), dated the 23rd January, 1953, detailed accounting processes that will be needed on receipt of cash and equipment grants and loans from the Government of India were described and detailed heads that might be opened under various major heads in this connection were also indicated.

2. With this office endorsement No. 683-Ac/83-53, dated the 24th June, 1953, a note on the procedure for the adjustment of value in respect of imported materials and equipment by the Community Projects Administration was circulated for the information of all Accountants General and Comptroller (except the A. G. C. R.).

3. The forms of indent registers and stock distribution registers for equipment and machinery for Community Projects vetted by the A.G.C.R. and the Accountant General, Food, Rehabilitation & Supply, were approved in this office No. 2824/Admn. I/218-53-II, dated the 4th December, 1953.

The form of the allocation sheet referred to in the note on the procedure for the adjustment of value in respect of imported materials and equipment *vide* paragraph 2 above—and certain modifications considered necessary in the procedure outlined in that note were left to be decided by the Community Projects Administration in direct consultation with the Accountant General, Central Revenues, *vide* this office U. O. Note No. 2581-Admn. I/Kw. 218-53, dated the 23rd October, 1953.

4. The question was raised by one State Government whether the States' share of expenditure on community projects financed by loans from the Centre could be debited to 'Capital' head, and they were informed that it had been held by the Government of India in consultation with the Comptroller & Auditor General that the State should be persuaded to agree to its share of expenditure on Community Development Projects being debited to 'Revenue'. No other State Government seems to have raised this point, but should any Government do so, the States Accountant General will inform the Government concerned of this decision. The above decision is based on consideration of the fact that—

(i) the net burden on the State revenues during the three years would not be appreciable to justify meeting it from non-revenues sources;

(ii) a portion of the expenditure on the projects is met out of the grants by the Centre and as such it is proper that expenditure should appropriately be debited to revenue;

(iii) the Government of India themselves are meeting from revenue their share of expenditure over and above what comes out of the Special Development fund and except State Governments to do accordingly; and

(iv) the accounting arrangements laid down by the Government of India do not provide for a debit of expenditure to a Capital head outside the Revenue Account and no head has accordingly been sanctioned by the President for the purpose.

5. Whether works are executed through the P.W.D. or by the Project Executive Officer himself, the rules and procedure to be followed are already provided for in paragraphs 184 to 192 of the Central Government Compilation of Central Financial Rules, Volume I, and in corresponding rules of the State Governments. As regards the conditional grants-in-aid to representative agencies of the people, in accordance with the rules in paragraphs 206 to 209 of the same compilation and corresponding rules of the State Governments, the proper utilization of the grant will be watched by the Project Executive Officer and necessary certificates furnished by him to Audit, as required in the rules cited to enable enforcement of the fulfilment of conditions it is necessary that the agencies receiving aid should be bodies with legal status capable to sue and be sued. The fulfilment of the conditions will be checked in local audit.

6. Though the project estimates will take into account materials in kind and voluntary labour contributed by the villagers, since the established methods and principles of Government accounting are on a cash basis, the accounts of Government will show only the expenditure in cash. The computed value of materials in kind and voluntary labour will, therefore, appear only *pro forma* in the local accounts of the works kept by the administrative authorities.

7. The methods of placing funds at the disposal of the Project Officer for works undertaken by his organisation is primarily a matter for the State Governments, but the Government of India have expressed their preference for the system of drawing moneys from specified Treasuries on abstract contingent bills to be adjusted later by submission of detailed contingent bills. Detailed procedure in respect of the maximum amount that could be drawn on any single abstract contingent bill, the maximum permissible interval between the encashment of an abstract contingent bill and the submission to the Audit office of the detailed contingent bill and the total amount that may at any time be outstanding on abstract contingent bills for which detailed contingent bills have not been sent to Audit, are matters that could be prescribed by the State Government in consultation with the Accountant General, if in actual practice a need for such restriction is felt.

8. The Development Commissioners have instructions from the Community Projects Administration to endorse a copy of the 'quarterly certified statements of expenditure' to the Accountant General concerned for reconciliation of the figures of expenditure with the accounts maintained by him. The responsibility for the reconciliation of figures will rest on the Development Commissioners—*vide* Community Projects Administration Circular letter No. 33/3(1)/52, dated the 19th February, 6th March, 1953. It is presumed that Audit Officers are finding no difficulty in the matter of reconciliation of the statements from the project registers maintained by them which should show *inter alia* expenditure met out of loan funds separately from expenditure met from other sources. This distinction is of importance since all expenditure apart from that met out of loans is shared by the Union and State Governments.

The Government of India have issued instructions to State Governments, *vide* their letter No. CPA/87/52, dated the 5th March, 1953, that in order to enable the Accountant General to relate sanctions for schemes issued by the State Governments to the project budgets as approved by the Central Committee, each sanction, as issued by the State Government, should bear reference to the particular item of the 'budget estimates' and approved by the Central Committee and cite the relevant communication of the Community Projects Administration. This should enable the Accountant General to maintain a check to see that the total of the sanctions issued under any head in a project by the State Government in three years does not exceed the total budget allotment for that particular budget head and project as a whole.

9. Accountants General were informed in this office letter No. 243-Admn. I/494-52, dated the 9th/11th February, 1953, that it is not necessary to have the accounts of the Community Project audited by the residential audit staff and Central audit of expenditure on Community Projects may be effectively supplemented by peripatetic local audit. There are already detailed instructions relating to audit of expenditure on works incurred by Public Works Divisional Officers or by Civil Officers executing works departmentally and also in respect of conditional grants-in-aid. Some of the special features presented in audit by Community Projects have also been dealt with in the preceding paragraphs. While the quantum of Central and local audit prescribed in confidential instructions in the classes of expenditure referred to above are the minimum, as stated in this office circular of the 11th February, 1953, the Accountant General should see that the quantum is sufficient to make it effective. The Community Projects have now been sufficiently long in vogue for the Accountant General to have an adequate idea as to the quantum of audit necessary and as this will depend very much upon local conditions and the level of efficiency of the administrative officers in the State, it is left to the

discretion of the Accountant General to regulate from time to time the quantum of audit so long as it does not go below the prescribed minimum.

10. If the actual working of Community Projects have thrown out any problems not covered by these instructions further guidance is felt necessary, they may be referred to this office.

LETTER No. CPA/593/54-(BUD), DATED THE 26TH AUGUST 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL PART 'A' AND PART 'B' STATES.

SUBJECT.—*Procedure regarding approval of Budget Estimates for the Community Projects and Community Projects Development Blocks.*

The procedure regarding giving approval by State Governments to the Project/Block Budget Estimates has been indicated in the following communications issued by this Administration :—

(i) Letter No. CPA/564/53-(Bud) dated 11-3-1954.

(ii) Letter No. CPA/564/53-(Bud) dated 14-5-1954.

(iii) Para 28(ii)(b) of the list of Main Recommendations and Conclusions of Third Development Commissioners Conference at Ootacamund, forwarded under letter No. CPA/59/5/54, dated 22-6-1954.

2. The position is further clarified as follows :—

(1) 1952-53 *Series of Community Projects/Blocks*:

The Community Projects Administration will accord general approval to the full 'Programme and Budget Estimates'. (In regard to a project/block, where approval has been accorded to a portion of the programme, the supplementary 'Programme and budget estimates' against the remaining unallotted funds should be sent for the general approval of the Community Projects Administration). After the 'programme and budget estimates' have been generally approved by the Community Projects Administration, State Governments are free to make alterations, modifications and additions to the programme and financial allotments, to the extent considered necessary, so long as :—

(a) the prescribed limits in respect of—Total Expenditure, Rupee Expenditure, Recurring Expenditure under 'State and Project Headquarters', and Expenditure 'other than loans', are not exceeded.

(b) the new items added to the programme find a place in the statement attached to letter No. CPA/564/53-(Bud) dated the 11th March, 1954.

(c) any provision, in respect of 'loan' items, is not made under 'non-loan' head of expenditure.

(2) 1953-54 *Series of Community Projects Development Blocks*:

(i) State Governments themselves may, without prior reference to the Community Projects Administration, accord programme approval, and make subsequent alterations, modifications and additions thereto, so long as :—

(a) the multipurpose character of the programme is maintained.

(b) the prescribed limits in respect of Total expenditure, Rupee expenditure, Recurring expenditure under 'State and Project Headquarters' and Expenditure 'other than loans'—are not exceeded.

(c) the items proposed find a place in the statement attached to letter No. CPA/564/53-(Bud) dated the 11th March, 1954.

(d) any provision in respect of 'loan' items, is not made under 'Non-loan' head of expenditure.

(ii) The procedure indicated in (i) above will not apply to the Budgets of the composite type of Development Blocks allotted to West Bengal. These Budgets will be processed in the manner indicated in para 2(1) above with regard to the 1952-53 Series of Community Projects/Blocks.

(3) Where State Governments would themselves accord programme approval, it was requested that a copy of the Budgets so approved should be sent to this Administration. As, however, the State Governments may also sanction subsequent modifications to these Budgets as well as to those generally approved by the Community Projects Administration, the copies of the budgets in record with the Community Projects Administration would not represent the up-to-date position in regard to the programme and allotment of funds. It is, therefore, requested that a copy (in duplicate) of the three-year Budget in respect of each Project/Block, as on the 31st March during each of the 3 years, incorporating the modifications sanctioned upto that date, may please be forwarded to the Community Projects Administration in the proforma prescribed under this Administration's letter No. CPA/33/52 dated 25-2-53 (copy of the proforma* enclosed for ready reference). Payments to State Government, of advances on account of the Centre's share of expenditure on the programme, will be regulated on the basis of these Budgets.

3. The receipt of this communication may please be acknowledged,

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*Not printed.

Letter No. CPA/593/54-(Bud), dated 29th September, 1954, from Government of India, Community Projects Administration, New Delhi, to the Development Commissioners/Directors of Community Projects of all State Governments.

Subject.—*Extension of the period of operation of the Community Projects/Blocks allotted in 1952-53—Ceiling expenditure under the minor head 'State and Project Headquarters—Personnel, and recurring expenditure'.*

Please refer to this Administration's letter No. CPA/31/54-P dated the 27th August, 1954, on the above subject. It has been represented by some of the State Governments, that the existing ceiling on the 3-year expenditure under the minor head 'State & Project Headquarters —Personnel and Recurring expenditure' in respect of the Community Projects/Blocks allotted in 1952-53 will not be adequate and should be suitably enhanced. The reasons adduced in support of the request are briefly as under :—

1. The ceiling limit on the expenditure under the aforesaid head *viz.*, Rs. 5·29 lakhs per Project or Rs. 1·76 lakhs per Block (1952-53 series) is less than the corresponding provision of Rs. 2·00 lakhs per Block allowed in respect of the Community Development Blocks allotted in 1953-54.
2. The pattern of the staff to be employed on the Community Projects/Blocks allotted in 1952-53 involves in higher scale of expenditure as compared to that indicated for the Development Blocks allotted in 1953-54.
3. The decision to extend the period of operation of the Community Projects and Blocks allotted in 1952-53 necessitates provision of additional funds to cover the expenditure on personnel during the extended period.

2. The matter has been carefully considered and it has been decided that the ceiling limit on the four year expenditure under the head 'State & Project Headquarters—Personnel and Recurring Expenditure' in respect of the Community Projects/Blocks allotted in 1952-53 may be raised from Rs. 5·29 lakhs per Project (or Rs. 1·76 lakhs per Block) to Rs. 7 lakhs per Project (or Rs. 2·33 lakhs per Block), subject to the condition that it does not involve any increase in the total expenditure per Project or Block over the amount already agreed to, or any excess over the ceiling on 'rupee expenditure' and on 'other than loan' expenditure.

1. Copy with 50 spare copies to the Ministry of Finance (C. P. Branch) for information and communication to audit. This sanction has been issued with their concurrence *vide* their U.O. No. 3359-CP/54 dated 25-9-54.

2. Copy to all Officers and Branches in Community Project Administration.

LETTER NO. CPA/570/54-(BUD), DATED 4TH OCTOBER, 1954, FROM GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL STATE GOVERNMENTS EXCEPT KUTCH, MANIPUR & TRIPURA.

SUBJECT.—*Repayment of Loans—National Extension Service Development Blocks.*

Please refer to this Administration's letter of even No. dated 19th April and 5th August, 1954, under which certain proposals relating to the method of repayment of loans sanctioned to State Governments for expenditure on National Extension Service Development Blocks were forwarded. Replies have been received from some of the State Governments. This question was also considered at the Third Development Commissioners' Conference held in May, 1954, at Ootacamund, and it was recommended that the terms and conditions of repayment of loans in respect of National Extension Service Blocks should be the same as for Community Projects. It has now been decided that the repayment of the loans will be regulated as follows :—

(a) All loans will be repayable, with interest, in 12 equated annual instalments.

(b) If a particular State Government wishes to make earlier repayment, this may be arranged by prior agreement with the Government of India.

(c) The rate of interest will be determined by the Government of India at the time each loan is sanctioned.

(d) No moratorium will be allowed.

2. The repayment of loans already sanctioned to State Governments, before the issue of this letter will be regulated as indicated in the above paragraph. The loans so far sanctioned will carry interest at the rates indicated below :—

(a) For loans sanctioned during the half year ending March, 1954, $4\frac{1}{8}\%$.

(b) For loans sanctioned during the half year ending September, 1954, $4\frac{1}{8}\%$.

1. Copy forwarded to the Ministry of Finance (C.P. Branch) (with 40 spare copies) for information and communication to audit.

2. Copy also forwarded to Ministry of Finance (Budget Division).

LETTER No. CPA/534/53-(BUD), DATED THE 6TH DECEMBER 1954, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL STATE GOVERNMENTS EXCEPT MANIPUR, TRIPURA, KUTCH AND TRAVANCORE-COCHIN.

SUBJECT.—*Receipts from Community Development Projects—Procedure for accounting of.*

A copy of the correspondence noted below* on the above subject is enclosed. It is requested that the procedure for the accounting of receipts accrued from the schemes under the Community Development and National Extension Service programme, as indicated in this Administration's letter, may be followed by you from the beginning of the Project period.

Copy to the Ministry of Finance (C.P. Branch) with 40 spare copies) for information and communication to audit, with reference tc their U.O. No. 4633-CP/54, dated 26-11-1954.

ENCLOSURE

No CPA/534/(Bud), dated 6th December 1954, *from the Government of India, Community Projects administrations, New Delhi to the Comptroller, Travancore-Cochin, TRIVANDRUM.*

SUBJECT.—*Receipts from Community Development Projects—Accounting of.*

Please refer to your letter No. CP4-IA/54-55/278 dated 22nd September, 1954, on the above subject. With regard to the financing of the 'loan' schemes under the Community Development Programme, the arrangement adopted is that the Central Government will provide the necessary funds as 'loan', which will be repaid by State Governments according to the terms and conditions already stipulated for the purpose. The question of sharing between the Central Government and the State Government of the receipts accruing from such schemes will not therefore arise.

2. The receipts accruing from 'non-loan' schemes, should however, be shared between the Central and the State Governments, in the same proportion in which the original expenditure on these schemes is apportioned between the two Governments. For this purpose, it is necessary that the receipts accruing from 'loan' and 'non-loan' schemes should be exhibited separately in the accounts.

3. The State Government is being requested to adopt the following procedure, with a view to enabling this Administration properly to regulate the periodical advances, to the State Government, representing the Central Government's share of expenditure on the Community

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*(1) Letter from the Comptroller, Travancore-Cochin, Trivandrum, No. CP4-IA/54-55/278 dated 22-9-1954.

(2) Letter to the Comptroller, Travancore-Cochin, Trivandrum, No. CPA/34 53 dated 6-12-54.

Development programme. The quarterly (half-yearly in respect of National Extension Service Blocks) statements of expenditure rendered by the State Government should indicate, under each Main Head, the receipts accruing from the 'non-loan' schemes in addition to the gross expenditure thereon. The payment representing the Central Government's share will be made with reference to the net expenditure (gross expenditure *minus* the receipts). By adopting this procedure it will also be possible to watch that the gross expenditure on each item of the programme does not exceed the expenditure ceilings in respect thereof, as indicated in the approved Project/Block Budgets.

Copy to the Secretary to the Government of Travancore Cochin, Development Department, Trivandrum (alongwith a copy of Travancore-Cochin, Comptrollers letter quoted above) for information and necessary action as per para 3 above. The procedure is intended to apply from the very beginning of the project period.

ENCLOSURE

Letter No. CP4-IA/54-55/278, dated the 22nd September, 1954, from the Office of the Comptroller, Trivandrum, the Comptroller Travancore-Cochin to the under Secretary to the Government of India, Community Project Administration, New Delhi.

SUBJECT.—*Receipts from Community Development Projects—accounting of.*

I am to state that receipts on account of sale of manures, insecticides, green manure seeds, Ammonium Phosphate, bee hives etc. are being realised in the Community Projects. There are also miscellaneous receipts such as mating charges of bulls, sales of produce obtained from experimental cultivation, sale of poultry etc. The receipts in some cases are on account of sale of materials procured out of loan funds, while the receipts in other cases are on account of supplies or services of materials procured from non-loan funds. The receipts on account of both the categories are at present credited to 'LI Extraordinary Receipts—Receipts on account of Community Development Project—Other receipts' and no portion of the receipts is shared between the Central and State Governments. The receipts accruing from materials procured from 'loan' funds and those accruing from 'non-loan' funds are also not exhibited separately in the accounts. The receipts so credited during the period from the commencement to the end of July 1954 amount to Rs. 92,500 approximately.

It may please be stated whether the receipts realised from the sale of, or services in respect of materials or livestock acquired from 'non-loan' funds are not to be allocated between the Central and State Government in the proportion in which the original expenditure was allocated. Necessary instructions may therefore be urgently issued in the matter.

LETTER No. CPA/534/3/54-(BUD), DATED THE 17TH JANUARY 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS TO ALL STATE GOVERNMENTS.

SUBJECT.—*Accounting and audit arrangements in respect of transactions connected with the National Extension Service Schemes.*

In continuation of this Administration's letter of even number dated the 2nd April, 1954, on the above subject, a copy (with two spare copies) of letter No. 1737-AC/169-53, dated the 24th December, 1954, regarding classification of expenditure in respect of National Extension Service Development Blocks, issued by the Office of the Comptroller and Auditor General of India, to all Accountants General and Comptrollers, is forwarded herewith for information.

ENCLOSURE

Letter No. 1737-*AC*/169-53, *dated 24th December,* 1954, *from the office of the Comptroller and Auditor General of India, New Delhi, to all Accountants General and Comptrollers of all Part A and Part B State; the Comptroller, Vindhya Pradesh; the Accountant General, Central Revenues, New Delhi and the Accountant General, Food, Rehabilitation and Supply, New Delhi.*

SUBJECT.—*Accounting arrangements in respect of transactions connected with the Local Development Works and National Extension Service Schemes.*

I am to state that the question of devising an integrated scheme of classification for Local Development Works and National Extension Service Schemes has been under consideration for some time past in consultation with the Government of India and final orders on the subject are expected to be issued shortly. The new classification is, however, to be introduced with effect from 1-4-55. Meanwhile, pending issue of the requisite instructions in the matter, it has been decided that the classification of the transactions connected with the above schemes from their inception up to the end of the present financial year (1954-55) should follow the provisions made in respect of the Schemes by the Central and the State Governments in their budgets for the respective years (c.f. Article 29 of Accounts Code, Volume I).

2. In order that the figures relating to these Schemes may be readily available for statistical and other purposes, distinct minor heads with the nomenclatures 'Local Development Works' and 'National Extension Service' may be tentatively opened under the Major heads concerned and the transactions relating to these schemes, from their inception, may be exhibited under these distinct minor heads. The

Government of India have indicated that the detailed heads in the case of National Extension Service should follow Annexure I to the Government of India, Community Projects Administration (Planning Commission) letter No. CPA/163/52, dated 29-4-53 addressed to all State Governments *viz.*—'Personnel', 'Equipment', 'Local Works', etc. In regard to Local Development Works the detailed heads may follow the requirements of the Governments concerned.

3. In regard to the transactions relating to the above schemes for 1953-54, in case they have not been already accounted for under distinct minor heads as indicated in para 2 above, requisite transfer entries transferring the amounts to the new minor heads may please be proposed and sent to this office immediately. *In any case, the entries must reach this office positively before the 10th January,* 1955.

LETTER NO. CPA-1/4/BUD/55, DATED THE 17TH JANUARY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATES.

SUBJECT.—*Community Development Programme—Sanctions to individual schemes—Supply of copies to C. P. A.*

According to the existing procedure, sanction to individual schemes under the approved 'Programme and Budget Estimates', is accorded by State Governments or by the Officers connected with the programme at various levels, *e.g.* State, District, Sub-division and Project/Block, within the powers delegated to them and copies of such sanctions are sent to this Administration. Copies of those sanctions accorded by the officers connected with the Programme at district and other levels need not be sent to the Community Projects Administration in future. Copies of *all* sanctions, irrespective of the sanctioning authority, should, however, be endorsed to the Accountant General/Comptroller concerned as usual.

LETTER NO. CPA/12/BD/55, DATED THE 4TH FEBRUARY 1955, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES EXCEPT KUTCH, MANIPUR, TRIPURA AND N. E. F. A.

SUBJECT.—*Payment of advances to State Governments for Community Development—Programme—Procedure of.*

Please refer to the correspondence ending with this Administration's communications noted in the foot note on the above subject. According to the existing procedure, the Central Government is making advance payments to State Governments representing its share of the expenditure on the programme, once a quarter in respect of **Community Projects,**

and once a half-year in respect of National Extension Service Blocks, based on a certified statement of expenditure submitted by the Development Commissioners. The certified statement of expenditure is prepared separately for *each* Project/Block, in the prescribed proforma.

2. It is considered that the procedure should be simplified in order to enable requests for advance payments, being dealt with expeditiously. It has accordingly been decided that, hereafter, you will furnish only one statement, once a half-year, covering the periods ending 30th September, and 31st March, for the *State as a whole,* but separately for *each year-wise series* of *Community Projects* and *National Extension Service Blocks.* In other words, one half-yearly statement, for the State as a whole, will now be furnished in respect of *all* Community Projects/Blocks allotted during 1952-53, another, for *all* Community Projects Development Blocks allotted during 1953-54, and a third for *all* National Extension Service Development Blocks allotted during 1953-54, and so on. The statement relating to the Community Projects should be prepared strictly in the proforma circulated with this Administration's letter No. CPA/538/52 dated 13-11-1952 and should take into account the relevant points indicated in the letter of even No. dated 4th January, 1954. Similarly, the statement for the National Extension Service Blocks should be prepared strictly in the proforma circulated with this Administration's letter No. CPA/570 /53-(Bud) dated 24/26th May, 1954. It is requested that the half-yearly statements should be sent so as to reach this Administration by the end of the second month following the half-year to which they relate. If the statements are not received in time and/or if they do not furnish the requisite information, the requests for advances embodied therein are likely to be ignored.

3. In regard to the Community Projects/Development Blocks for which the advance payment during the last quarter of the current financial year is now due, the relevant statements may, however, be furnished on a quarterly basis as before. It is essential that requests for advance, both in respect of Community Projects and National Extension Service for the period ending 31st March 1955 must reach this Administration by the 1st March, 1955 *at the latest.* Any request in this regard received beyond the aforesaid date, *i.e.* 1st March, 1955, will be ignored.

Please acknowledge the receipt of this communication.

Copy to the Ministry of Finance (C. P. Branch) for information.

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1. CPA/538/52-53-(Bud) dated 4-1-54 to Part A & B States.
2. No. CPA/570(Bud) dated 24/26-5-54 to Part A & B States.
3. No. CPA/544/52/53-(Bud) dated 30-12-54 to Part 'C' States with legislature.

LETTER NO. CPA/608/54-(BUD), DATED THE 2ND APRIL 1955 FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION NEW DELHI, TO THE DEPUTY SECRETARY TO THE GOVERNMENT OF PUNJAB, DEVELOPMENT DEPARTMENT (C. P.), CHANDIGARH.

SUBJECT.—*Exemption from income tax of voluntary contributions made in connection with the Community Project Programme.*

Please refer to your letter No. 10177-CP-54/4342* dated the 8th October, 1954, on the above subject. The view taken by the Government of India is that the Government of a State is an institution, and a Welfare State like India, one of whose directive principles is the promotion of common benefit and welfare of the people, is a charitable institution. Further, as the voluntary cash contributions made by the people in connection with the Community Development and National Extension Service programme are directed towards a common cause *i.e.* for general public utility, such contributions are considered as charitable for income-tax purposes. In this context, all the conditions laid down in Section 15B (2) of the Indian Income-tax Act 1922 (as amended) are satisfied. Such contributions or donations may, therefore, be considered as exempt from income-tax in the hands of the donor within the mandatory limit prescribed by Section 15B(1) of the Income-tax Act.

2. The question of exemption of such contributions under the Estate Duty Act, 1953, is under consideration and a separate communication on the subject will be sent later.

Copy with a copy of the letter under reply forwarded to Development Commissioners/Directors of Community Projects of all other State Governments.

LETTER NO. 10177-CP-54/4342, DATED THE 8TH OCTOBER, 1954, FROM K. S. NARANG, ESQUIRE, I. A. S., DEPUTY SECRETARY TO GOVERNMENT, PUNJAB, DEVELOPMENT DEPARTMENT (CP), TO THE UNDER SECRETARY TO THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI.

SUBJECT.—*Exemption of contributions made in connection with community Project Programme from income tax.*

I am directed to state that it has been represented to this Government that in order to encourage voluntary cash contributions for the construction of tank, drains etc. under the Community Project Programme, such contributions should be exempted from the income tax

*Not printed.

and death duty. It is appreciated that exemptions of these contributions from the income tax and death duty would have a very wholesome effect on the donors and will give a fillip to the spirit of contributions in the public. I am, therefore, to request you kindly to take up the matter with the Ministry of Finance, Government of India, and have the above exemptions sanctioned at an early date.

LETTER NO. CPA-1/2/BD/55, DATED THE 15TH APRIL 1955, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Organisation of National Extension Service.*

Please refer to the Schematic Budget of a National Extension Service Development Block, contained in Annexure I to this Administration's letter No. CPA/163/52 dated the 29th April, 1953, (Blue Pamphlet). The description of the heads "III—Local Works", and "VI—Loan in respect of minor irrigation schemes", as shown therein, has now been amplified so as to cover a few other similar items of work. The revised description of these heads is given below for your information and guidance.

"III—Local Works (including roads, culverts, public health, sanitation, drainage and other miscellaneous schemes)."

"VI—Loan in respect of minor irrigation schemes, and agricultural improvement schemes of a productive nature viz. land reclamation, soil conservation, contour bunding, etc."

LETTER NO. CPA-1/6/(BUD)-55, DATED THE 19TH APRIL, 1955, FORM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS.

SUBJECT.—*Buildings for office accommodation, seeds, implements and stores.*

It has been noticed that in some National Extension Service Blocks the office building and stores at the Block Headquarters are in hired buildings. As the National Extension Service will be the permanent development set up at the Block Headquarters, it will be agreed that, where Government accommodation is not available, it would be desirable to construct a new building for the purpose.

In annexure I of the Blue Pamphlet under item II, a provision of Rs. 50,000 has been indicated for 'Transport, office equipment, cycles, furniture, fixtures, fitting, building for office, seeds, implements and store'. This allotment may be sub-divided as follows :—

(a) Transport, office equipment, cycles, furniture, fixtures, and fittings—Rs. 25,000.

(b) Building for office, seeds and stores—Rs. 25,000.

It is accordingly suggested that construction of permanent buildings at the Block Headquarters of the National Extension Service for office accommodation etc. may please be taken up where they are not available, instead of hiring private accommodation.

LETTER NO. CPA-19/(BUD)-55, DATED THE 2ND MAY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development Projects—Exhibition of recurring and Non-recurring expenditure separately in Project Registers.*

A copy of a letter No. 1124-AC/KW-65-52, dated 15th October, 1953, from the Comptroller and Auditor General of India, New Delhi, to the Accountant General, Rajasthan, Jaipur (copy forwarded to all other Accountants General and Comptrollers of Part 'A' and 'B' States etc. etc.) on the above subject is enclosed. It was decided at the meeting referred to therein that it would not be necessary to maintain any distinction between 'Recurring' and 'Non-recurring' items of expenditure in the Government accounts but that in the proforma accounts (the project registers etc.) this distinction should continue to be maintained so that figures for the two types of expenditure may be available separately as and when necessary.

2. It has been reported that the vouchers submitted by some of the State Governments to the Audit Officers, do not indicate the classification required for this purpose. In order to ensure that the Project Registers are correctly maintained, it is necessary that each bill and voucher presented to the Accountants General concerned should be clearly marked by the Drawing and Disbursing Officers indicating the classification of expenditure *i.e.* whether it is 'Loan', 'Non-loan', 'Recurring', and 'Non-recurring' etc.

3. It is therefore, requested that the State Government may kindly ensure that the bills and vouchers submitted to the Audit office are properly classified.

ENCLOSURE.

Copy of letter No. 1124-Ac/KW-65-52, *dated* 15*th October,* 1953, *from the Comptroller and Auditor General of India, New Delhi. to the Accountant General Rajasthan, Jaipur and copy forwarded to all other Accountants General and Comptrollers of Part 'A' and Part 'B' States etc., etc.*

SUBJECT.—*Community Development Projects—Exhibition of recurring and non-recurring expenditure in Government Accounts.*

I am to invite a reference to your letter No. C. P. 1-1/279, dated 8th July, 1953, in which the question was raised as to whether the distinction between recurring and non-recurring expenditure on Community Development Projects in Government accounts as well as proforma accounts (Project Registers) should be maintained or the whole expenditure be booked at one place. It has since been decided that it is not necessary to maintain any distinction between recurring and non-recurring expenditure in the Government accounts. In the proforma accounts (the project registers etc.) this distinction should, however, continued to be maintained so that the figures for the two types of expenditure may be available separately as and when necessary.

LETTER NO. CPA-19/BD/55, DATED THE 5TH MAY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO DIRECTOR OF DEVELOPMENT, GOVERNMENT OF RAJASTHAN, (DEVELOPMENT DEPARTMENT), JAIPUR.

SUBJECT.—*Classification of voluntary cash contributions from the people for Community Development Project.*

Please refer to the correspondence resting with your letter No. 9538/Acctts/DD/54 dated 18-4-1955 on the above subject. In this connection a copy of letter No. 337-AC/35-54 dated the 15th March, 1955, issued by the office of the Comptroller and Auditor General of India, to the Account General Bombay, and copy endorsed to all civil Accountants General and Comptrollers, is forwarded herewith for information.

ENCLOSURE.

Letter No. 377-*AC*/35-54, *dated the* 15*th March,* 1955 *from Office of the Comptroller and Auditor General of India, New Delhi, to the Accountant General, Bombay.*

SUBJECT.—*Classification of voluntary cash contributions from the people for Community Development Projects.*

I am to invite a reference to paras 3-5, of your U.O. No. CP/I/Genl/2250, dated 16-10-1954, on the above subject wherein you have

suggested the opening of a new minor head 'Deduct amount recovered as popular contributions' under the major head '63-B-Community Development Projects' to implement the decision contained in the draft Resolution of the Bombay Government appended to your note, to the effect that these contributions should initially be credited to the major head '63-B' instead of to 'LI-Extraordinary Receipts' as at present. Apparently the Bombay Government's decision in the matter has been influenced by the discussions that took place in the Third Development Commissioners Conference held at Ootacamund in May, 1954, about the desirability of linking these contributions with the expenditure on works recorded under the major head '63-B' instead of crediting them to 'LI-Extraordinary Receipts' and leaving them finally there. The point made in the Conference should it is felt, be met not necessarily by changing the existing account classification of these receipts as suggested by the State Government and supported by you, but by the Project Executive Officers etc. taking cognisance of such cash contributions in the departmental accounts of works maintained by them, so as to work out the *net* cost of these works to Government. Further, the existing classification of these contributions as revenue receipts of the Government receiving them is also strictly correct from the accounting point of view and does not require any revision. These voluntary contributions do not also pertake of the nature of 'recoveries of expenditure' as defined in Article 72, Account Code, Volume I and consequently, the adjustment of these receipts cannot properly be regulated by the directions contained in Chapter 5, Account Code, Volume I.

2. The question of changing the accounts classification of the cash contributions for Community Projects raised in your u.o. mentioned above may kindly be reconsidered in the light of the position explained above and the State Government advised to revise their draft Resolution accordingly.

No. 338-AC/35-54. Copy, with a copy of extracts from Accountant General, Bombay's U. O. mentioned above, forwarded to all other civil Accountants General and Comptrollers for information.

A. GANGULI,

Assistant Accounts Officer (A/cs.).

No. 339-AC/35-54. Copy with a copy of extract from the Accountant General's U. O. forwarded to the Community Projects Administration, Planning Commission, New Delhi (with reference to their letter No. CPA/534/54-Bud, dated the 8th February 1955), and to the Ministry of Finance (Budget Division), for information.

Copy of extracts from the Accountant General, Bombay's U. O. No. CP/I/Genl./2250, dated 16-10-1954.

As regards the accounting of cash contributions, with a view not to inflate the cost to Government of such works in the accounts, it is proposed in the draft to account for the contributions under a deduct entry under 63-B Community Development Projects. The question is, whether as per Art. 73 of the Account Code, Vol. I we should propose to Government to take these recoveries as cash receipts under LI-Extraordinary Receipts. In my opinion as the Conference unanimously felt that it would not be true to facts, not to take the contributions towards reduction of expenditure, there seems to be no point in our taking exception to the Govt. proposal. Article 73 of the Account Code, Vol. 1 does not make it obligatory that all contributions from private persons should be taken as receipt. This article qualifies itself by the remark 'as a general rule' and I think in this case a departure from the general rules seems to be justified.

4. If Comptroller & Auditor General agrees with my views, the sanction may be accorded to the opening of the minor head 'Deduct—Amount recovered as popular contribution' under the head '63-B-Community Development Projects'.

D. O. Letter No. PS/CP-394/55, dated the 6th June, 1955, from Administrator, Community Projects Administration, New Delhi to Development Commissioners of All State Governments.

My Dear,

In our letter No. CPA/163/36/54-P, dated November 13, 1954, and Goswami's D. O. letter No. CPA/13(4)/P/55 dated 27th May, 1955, we have indicated the views of the Community Projects Administration regarding the size and the phasing of the NES and Community Development programme during the Second Five-Year Plan period.

We are now considering whether any change in the blockwise financial provision made in our schematic budget for Community Project Blocks is necessary. We have now had experience of the actual working of the programme for more than two and a half years. Certain suggestions have also been made in the Evaluation Report, copies of which have already been distributed to you (please see paras 102 to 106 of the Second Evaluation Report). In the light of your experience of the actual working of the programme in your State and also the suggestions made in the Evaluation Report, do you consider any change in the blockwise financial provision necessary? I shall be grateful if you will consider this and let me have your views by the 15th July, 1955.

The following points strike me as relevant for the purpose of this examination :—

(a) The emphasis in our programme must be on popular effort organised with the help of the official machinery. We should, therefore, definitely retain in the programme items which can be implemented effectively by popular organisations such as Panchayats and Co-operatives.

(b) *Per contra,* we should eliminate from the programme items which do not easily lend themselves to implementation by popular agencies and which are best left to specialised agencies of Government like the Irrigation Department, Roads & Buildings Department, etc. In other words, where an item of work has to be executed, either on account of its size or on account of the degree of technical skill required in its execution, by the departmental agency operating directly or through contractors, that item should not figure in our Budget.

(c) The multi-purpose agency, consisting of Village Level Workers assisted by Block Level Specialists and the Block Development Officers, has a some-what limited technical efficiency and where an item of work is considered to be beyond the technical competence of this multi-purpose agency, it should be eliminated from our programme.

In making these suggestions it is not our intention that the actual development which is to take place in these areas should in any way be less intensive than is envisaged in our present programmes. If, as a result of this examination, any reduction in the volume of expenditure in the blockwise budget is made, it will be only with the object of making these resources available through the departmental agency. This way, I thought, we would have the additional advantage of drawing the departmental agencies closer to our programme.

These are only my own tentative views on the subject, and they will have to be tested against yours before I can formulate proposals for incorporation in the Second Five-Year Plan.

LETTER NO. CPA/1/7(BUD)-55, DATED THE 17TH JUNE, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT ANDHRA, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, UTTAR PRADESH, WEST BENGAL, MADHYA BHARAT, MYSORE, COORG, AND HIMACHAL PRADESH).

SUBJECT.—*National Extension Service Blocks—Residential Accommodation for Administrative staff.*

Please refer to this Administration's letter No. CPA/554/53-54 (Bud) dated April, 1, 1954 intimating financial provision upto Rs. 1 lakh as loan for each N. E. S. Block for expenditure on construction

of residential accommodation for the Block Administrative staff, to be availed of, where required, with the prior approval of this Administration. This assistance has not so far been availed of by your State. As the Headquarters of the N.E.S. Blocks are located in rural areas, the possibility of Government buildings being already available, to house the block staff, seems to be very remote. As the N.E.S. provides the permanent pattern of future administrative set-up in States, the provision of suitable residential accommodation for the block administrative staff is essential in order to ensure efficient and effective implementation of the programme. It will be appreciated, if the matter is reviewed and the financial assistance by way of loan which the Central Government is prepared to provide for the purpose, is availed of to the extent considered necessary.

An early reply will be appreciated.

LETTER No. CPA-17-2/BD/55, DATED THE 2ND JULY 1955, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO ALL STATE GOVERNMENTS (EXCEPT KUTCH, MANIPUR AND TRIPURA).

SUBJECT.—*Method of repayment of loans sanctioned to State Governments for expenditure on the Community Development Programme.*

Please refer to this Administration letter No. CPA/533/53-(Bud) dated 12th November, 1953 (as subsequently amended) regarding the terms and conditions of the repayment of loans sanctioned to the State Governments for the Community Development Programme. These conditions apply both to cash loans as well as loans advanced in the shape of equipment. In regard to the latter category of loans, it has been pointed out by some of the State Governments that since the date of physical supply of equipment differs from that of the cost adjustment thereof on the basis of the Allocation Sheets issued by the Community Projects Administration, difficulty is being experienced in determining the precise date from which the loan should be treated as having been drawn for purposes of calculating the interest and the period of its repayment. This matter has been carefully considered and it has been decided that for purposes of determining the date of drawal of equipment loans in terms of this Administration's letter of 12-11-1953, as amended, the total cost adjusted in the books of the A.G.C.R., or the Accountant General concerned during a half-year, as on 31st March and 30th September each year, should be treated as one transaction and the payment of interest and repayment of loan should commence from the aforesaid dates for all the transactions during the period ending on those dates. Separate accounts may, however, be maintained in respect of each series of Community Projects/Blocks.

1. Copy (with 40 spare copies) forwarded to the Ministry of Finance (C. P. Branch) for communication to audit with reference to their U. O. No. 2489-CP/55, dated the 29th June 1955.

2. Copy also forwarded to the Ministry of Finance (Budget Division).

Letter No. CPA-1(9)/Bd/55, dated the 12th July 1955, from the Government of India, Community Projects Administration, New Delhi, to all State Development Commissioners.

Subject.—*N.E.S. Blocks Budget—Loans for Minor Irrigation Schemes.*

It appears that some State Governments are still not quite clear about the precise scope of and the objective underlying the provision of Rs. 1 lakh earmarked under the head 'Loan for Minor Irrigation Schemes' in the schematic budget of a N.E.S. Block, particularly whether the amount is intended to be utilised only for granting loans to cultivators for small irrigation works or it could also be utilised for taking up irrigation works at Government level for execution through the Departmental agencies. The position is that the budget provision under reference is mainly intended for granting loans to cultivators for small works *e.g.* digging of wells, repair or improvement of small tanks, purchase of pumping sets etc. Where, however, the cultivators are unable or unwilling to take up irrigation works themselves, there would be no objection to the provision being utilised by the State Government in the execution of the programme through the Departmental agencies. The State Government may exercise their discretion in the best interests of the programme.

Letter No. CPA/600/54-(Bud), dated the 4th August, 1955, from Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments.

Subject.—*Community Development & NES Programme—Irrigation loan—Subsidy for private irrigation schemes.*

As you are aware, under the existing arrangements, Central assistance for all minor irrigation schemes under the Community Development and NES programme is provided in the shape of loans irrespective of the fact whether the schemes are taken up by State Governments for execution through the normal departmental agency or through the grant of loans to private agriculturists for the purpose. Under the G.M.F. programme of assistance, however, private irrigation schemes are entitled to a subsidy of 25% of the total expenditure, the remaining 75% being contributed by the beneficiaries. This principle applies to all private irrigation works irrespective of their location *i.e.* whether inside or outside the Community Projects or NES areas. In other words, two different principles of financial assistance are in vogue in regard to the irrigation works in the Community Project & NES areas.

2. It has been represented that agriculturists are reluctant to take loans for irrigation under the Community Development & NES programme, as they do not contain the element of subsidy which is available to them under the G. M. F. scheme for similar purpose. This disparity is therefore reacting adversely on the progress of minor irrigation works in the project areas, as is evident from the slow progress of expenditure. The matter has, therefore, been carefully reviewed and, in order to expedite the tempo of the irrigation programme, which is vital to the agricultural development of the country, it has been decided that for the rest of the present Plan period *i.e.* until 31st March, 1956, all loans for private irrigation schemes under the Community Development & NES programme shall be granted on the same principles as apply to the assistance under the G.M.F. programme. In other words, 25% of the loan advanced for expenditure on private irrigation schemes will be regarded as subsidy to be shared between the Central and the State Governments, in accordance with the agreed proportions, and the balance of 75% will be repayable to the Centre in accordance with the terms and conditions laid down in this administration letters No. CPA/533/53-(Bud) dated 12-11-1953, and No. CPA/570/54-(Bud) dated 4-10-1954. *The grant of subsidy will take effect from the date of the issue of this letter, and will not have retrospective effect.*

3. It is hoped that this decision in regard to subsidy will result in the utilization of the entire provision earmarked for irrigation under the Community Project & NES block budgets.

4. The receipt of this letter may kindly be acknowledged.

LETTER NO. CPA/15(26)/55-TP, DATED THE 25TH AUGUST, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, ALL STATE GOVERNMENTS.

SUBJECT.—*Sharing of recurring expenditure on the scheme for the training of Block Level Extension Officers (Co-operation).*

Please refer to this Administration letter No. CPA/15(26)/55-TP dated 23rd March, 1955, on the above subject. The total expenditure involved on the above scheme is of the order of Rs. 53.25 lakhs made up of a non-recurring expenditure of Rs. 1.25 lakhs and recurring expenditure of Rs. 52 lakhs. Out of this amount, the major portion of the expenditure is on stipends which accounts for Rs. 34 lakhs out of Rs. 52 lakhs.

2. In view of the large amount involved, it is felt that the expenditure on stipends may be shared equally between the Central and the State Governments. It is presumed that the State Government will have no objection to the above proposal.

3. I am accordingly to request the State Government to kindly confirm that they are prepared to share the expenditure. I am to add that the State's share of expenditure should come out of the general revenues of the State Government and not out of the Community Project budget.

An early reply will be appreciated.

LETTER No. CPA-1/BD/55, DATED THE 28TH OCTOBER, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL PART 'C' STATES.

SUBJECT.—*Procedure regarding approval of budget estimates in respect of Community Projects and Community Development Blocks.*

The existing procedure under which general approval to the three-year programme of work and budget estimates of the Community Projects/Development Blocks is accorded by the Community Projects Administration, has been reviewed in the light of the experience gained so far and it has been decided to adopt, with immediate effect, the following simplified procedure which is calculated to assist the expeditious implementation of the programme :—

(1) 1952-53 *series of Community Projects/Blocks*:

The Community Projects Administration has already accorded general approval to the over all programme of work and budget estimates. In regard to a Project/Block where approval has been given only to a portion of the programme, any supplementary programme and budget estimates against the unallotted funds will be sent to the C.P.A. for general approval. After the programme and budget estimates have been generally approved, Part 'C' State Governments are free to make alterations, modifications, or additions to the programme, and financial allotments as are considered necessary, subject to the following conditions :—

(a) The prescribed limits in respect of total expenditure, rupee expenditure, recurring expenditure under 'State and Project Headquarters', and expenditure 'other than loan' are not exceeded.

(b) Any new items added to the programme find a place in the statement given in Appendix 'F' of the Budget Manual.

(c) Any provision in respect of 'loan' items is not made under 'other than loan' head of expenditure.

(2) 1953-54 *series of Community Development Blocks*:

The State Governments may, without prior reference to this Administration, themselves accord general approval to the programme and also make subsequent alterations, modifications, and additions thereto, so long as :—

(a) The multipurpose character of the programme is maintained.

(b) The prescribed limits in respect of total expenditure, rupee expenditure, recurring expenditure under 'State & Project Head quarters' and expenditure 'other than loan' are not exceeded.

(c) Any new items added to the programme find a place in the statement given in Appendix 'F' of the Budget Manual.

(d) Any provision in respect of 'loan' items is not made under 'other than loan' head of expenditure.

(3) *Conversion of N.E.S. Blocks into Community Development Blocks for intensive development:*

The procedure indicated in respect of (2) above will also apply to the programme and budget estimates of the Community Development Blocks converted from N.E.S. Blocks. In other words, the responsibility for general approval of the over-all programme and budget estimates will rest with the State Governments.

2. Where the State Governments themselves accord general approval to the programme and budget estimates, copies of the approved budgets should be sent to the Community Projects Administration. State Governments may also sanction subsequent modifications to these budgets as also to those approved by the Community Projects Administration. It is, therefore, requested that copies of the revised or modified budgets in respect of each Project or Block as on 31st March of each financial year be forwarded to the Community Projects Administration in the prescribed proforma. This is necessary to enable payment of advances to Part 'C' States with legislatures on account of the Centre's share of expenditure.

The receipt of this communication may kindly be acknowledged.

LETTER No. CPA-19/1/BD/55, DATED THE 16TH NOVEMBER, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT MANIPUR, TRIPURA AND KUTCH).

SUBJECT.—*Receipts accruing under the Community Development and N.E.S. Programme—Procedure for accounting of.*

Please refer to this Administration letter No. CPA/534/53-(Bud) dated the 6th December, 1954, on the above subject.

2. It has been represented to this Administration that the procedure in regard to accounting of the receipts accruing from 'non-loan' schemes under the Development Programme, as indicated in the aforesaid letter, is not possible of adoption in view of certain practical difficulties experienced in apportionment of the amounts under 'Recurring' and 'Non-recurring' heads in the same proportion in which the expenditure on those schemes is shared between the Centre and the States. It has been argued that, as the expenditure on 'Non-loan' schemes consists both of recurring and non-recurring items, it is not possible for the State Governments to determine what portion of the receipts pertains to the recurring expenditure and what portion to the non-recurring one. The question has been reviewed and it is considered expedient that, in partial modification of para 2 of this Administration's letter No. CPA/534 /53-(Bud) dated 6-12-54 to the Comptroller, Travancore-Cochin, copy appended to this Administration's letter quoted in paragraph 1 above, the *'over-all' ratio* of sharing of expenditure between the Central and the State Governments (recurring and non-recurring taken together) may be adopted for apportionment of the receipts from 'non-loan' schemes between the Central and the State Governments. The over-all ratio is indicated in para-graph 12 (Chapter II) of the Budget Manual, and is reproduced below :—

	Centre's share	State's share
1. 1952-53 series Community Project (basic type) .	22·72	12·37
2. 1952-53 series Community Project (composite type)	31·52	16·58
3. Community Project Dev. Block (basic type 1953-54)	4·58	2·93
4. Community Project Dev. Block (composite type) 1953-54	6·87	4·04
5. N.E.S. Development Block	2·25	1·25

It is requested that the receipts so far accrued in respect of all 'non-loan' schemes may be accounted for in the next half-yearly certified statements of expenditure to be submitted to this Administration, in due course

LETTER NO. CPA-16(3)/BD/55, DATED THE 6TH DECEMBER, 1955, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE CHIEF SECRETARY TO THE GOVERNMENT OF—(1) KUTCH, BHUJ, (2) TRIPURA, AGARTALA, (3) MANIPUR, IMPHAL.

SUBJECT.—*Repayment of third party loans sanctioned through the Governments of Part 'C' States without legislature in connection with the Community Development and N.E.S. Programme.*

Please refer to this Administration letter of even number dated June 11, 1955, on the above subject. In the light of the replies so far received to the aforesaid communication, the matter has been carefully reviewed and it has been decided that the repayment of the third party loans sanctioned through the Governments of Part 'C' States without legislature in connection with the Community Development and N.E.S. Programme will be regulated as follows :—

(a) All loans will be repayable with interest in 12 equated annual instalments.

(b) If in a particular case, the party concerned wishes to make earlier repayment it may be arranged with the prior approval of the Government of India.

(c) The rate of interest will be determined by the Government of India at the time each loan is sanctioned. The responsibility for watching the recovery of these loans will in all cases devolve upon the State Governments which will make payment of the loans.

(d) No moratorium will be allowed.

2. The repayment of loans already sanctioned before the issue of this letter will also be regulated in accordance with the conditions indicated above. The loans so far sanctioned will carry interest at the rate of $4\frac{1}{8}\%$ per annum.

Copy forwarded to the Development Commissioners of the Part 'C' States with legislature. The third party loans, if any, sanctioned to them before they assumed liability for capital expenditure consequent on the enactment of the Government of Part 'C' States (Amendment) Act 1954, will also be governed by the aforesaid conditions.

2. Copy (with 20 spare copies) forwarded to the Ministry of Finance (C. P. Branch) for information and communication to Audit. These orders have been issued with their concurrence *vide* their U.O. No. D. 4781-CP/55 dated 24-11 1955.

3. Copy also forwarded to the Ministry of Home Affairs, New Delhi, for information.

LETTER NO. CPA-19/BD/55, DATED THE 2ND JANUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Accounting arrangements for classification of expenditure in connection with the Community Development Projects and National Extension Service Blocks.*

The question of adopting a uniform classification of expenditure incurred on the Community Development and N.E.S. programme has been under consideration of the Central Government for some time and necessary instructions in the matter have since been issued *vide* Union Ministry of Finance letter No. F. 1(144)-B/54 dated the 12th January, 1955 as modified by their letters of the same number dated 12-9-55, 21-10-55, and 1-12-55, respectively addressed to the Comptroller and Auditor General of India, copies endorsed to all Accountants General and Comptrollers etc. (copies enclosed). It will be observed therefrom that common minor heads of accounts have been adopted for booking of expenditure both for the Community Development Projects /Blocks as also National Extension Service Blocks under the new major head '63-B-Community Development Projects, National Extension Service and Local Development Works' with effect from the year 1955-56.

2. In consequence of the introduction of the revised procedure referred to above and with a view to facilitating maintenance of the State Governments' accounts in respect of expenditure on the N.E.S. Programme, it is considered necessary that programme heads as appearing in the existing schematic budget of N.E.S. Blocks should conform to the new minor heads of accounts. Accordingly, a revised schematic budget for the N.E.S. Block has been prepared and is enclosed with the request that it may be substituted for Annexure I to this Administration letter No. CPA/163/52 dated 29-4-1953 addressed to all State Governments (Blue pamphlet). It is requested that the half-yearly certified statements of expenditure both in respect of the Community Development Projects/Blocks and N.E.S. Blocks may be prepared so as to conform to the new minor heads of accounts as in the enclosed proformas.

Copy with 40 spare copies forwarded to the Ministry of Finance (C. P. Branch) for information and communication to Audit. Sanction has been accorded with their concurrence vide their U. O. No. D. 4577-C. P/55, dated the 9th November 1955.

2. Ministry of Finance (Department of Economic Affairs) Budget Division, New Delhi.

3. Office of the Comptroller and Auditor General of India, New Delhi.

4. Ministry of Home Affairs, New Delhi.

5. Ministry of External Affairs, New Delhi.

Enclosure I

To be substituted for Annexure I to C.P.A.'s letter No. CPA/163/52 dated 29th April, 1953 (Blue pamphlet).

Estimated Expenditure on a N.E.S. Block.

(This budget is only intended as guide and is to be adjusted according to local conditions)

(Rupees in lakhs)

Heads	Total	Recurring	Non-recurring	Loan	Other than loan
Project/Block Headquarters .	1·50	1·00	0·05	..	1·50
(a) Personnel					
(b) Transport					
(c) Office Building & equipment.					
A.H. & Agricultural Extension	..	..	..	..	..
Irrigation Reclamation . .	1·00	..	1·00	1·00	..
Health Rural Sanitation . .	0·65	0·15	0·50	..	0·65
Education	0·60	0·10	0·50	..	0·60
Social Education . . .	0·25	0·25	..	..	0·25
Communication . . .	0·50	..	0·50	..	0·50
Rural Arts, Crafts & Industries	..	..	..	..	..
Housing	..	..	..	..	..
TOTAL .	4·50	1·50	3·00	1·00	3·50

Analysis of cost

Cost of one N.E.S. Blocks . . . . . Rs. 4·5 lakhs.

Share of Centre 75% of Non-recurring expenditure, 50% of recurring expenditure plus Rs. 1·0 lakh loans other than short term . . . . . . Rs. 3·25 lakhs

Share of States	Rs. 1·25 lakhs.
NOTE.—Short-term loans to the agriculturists provided through the Reserve Bank of India, Cooperative Societies and State Governments over a three-year period not included in the Block budget .	Rs. 3·00 lakhs.

Personnel.

	Rs.	
1 Block Development Officer to assist the S.D.O. (250-400)@ Rs. 350/- p.m.	4,200	per annum
3 Extension officer (for agriculture animal husbandry, co-operation and Panchayats)	9,000	per annum
2 Social Education Organisers (one man and one woman) at Rs. 125/- p.m.	3,000	per annum
1 Overseer with public health bias at Rs. 250 p.m.	3,000	per annum
10 Village Level Workers at Rs. 100 p.m. . .	12,000	per annum
1 Accountant-*cum*-Storekeeper, 1 typist-clerk and 3 Class IV Staff	6,000	per annum
Maintenance of jeep, including pay of driver . .	3,500	per annum
Miscellaneous contingencies	3,300	per annum
TOTAL FOR ONE YEAR . .	44,000	

It is assumed that one-fourth of staff already exists. Therefore, the cost of additional staff required for one year.	44,000-11,000 =33,000
Cost of staff for three years	99,000 or 1,00,000 (rounded)
	1,00,000

ENCLOSURE II

Part A

Proforma I

Certified statement of expenditure—Community Projects/Blocks

Name of State ———— Statement for the half-year ending ———

Projects/Blocks allotment series ——— (Figures in thousands of rupees)

S. No.	Heads	Progressive expenditure incurred from the inception of the programme upto the half year ending					Forecast of expenditure for the half year ending					Remarks
		Loans	Other than loan		Total 2 & 3	Grand Total 1,2&3	Loan	Other than loan		Total 2 & 3	Grand Total 1,2&3	
			Recur-ring	Non-recur-ring				Recur-ring	Non-recur-ring			
1	2	3	4	5	6	7	8	9	10	11	12	13
1	State Headquarters.											
2	Project Headquarters.											
3	A.H.&Agrl. Exten-											
4	Irrigation.											
5	Reclamation.											
6	Health & Rural Sanitation.											
7	Education.											
8	Social Education.											

9 Communication.

10 Rural Arts, Crafts & Industries.

11 Housing (Project staff and Rural housing).

Total

Allocation of expenditure between the Central and State Governments.

(1) Loans from Central Government Rs. Rs.

(2) Grant-in-aid by the Centre Rs. Rs.

(3) State's share :— Rs. Rs.

Part B.	Loans	Grant-in-aid	Total
1. Central Government's share of the expenditure already incurred upto half-year ending ——.	..	..	..
2. Central Government's share of the anticipated expenditure for the half-year ending ——.	..	..	..
3. Total (1+2).	..	..	..
4. Amount of money already advanced by the Government of India upto half-year ending ——	..	..	..
5. Amount of money for which advance payment is required from the Government of India for the half-year ending (3—4)	..	..	..

(Sd/- Development Commissioner).

NOTE.—1 The expenditure statement should be rendered for the State as a whole separately for each year-wise series, indicating the total number of Project/Blocks allotted during that year.

2. Dollar expenditure should not be included in the expenditure statement.

3. As soon as the audited figures of expenditure become available they should be taken into accounts in indicating the progressive expenditure.

4. This statement includes the audited figures upto the period ending ——.

ENCLOSURE III

Certified Statement of Expenditure

Proforma II

State —— Blocks National Extension Service Development Blocks

State ——— Block allotment series (19 -195) Statement for the half-year ending——————

(Figures in thousands of rupees)

Sl. No.	Head	Expenditure incurred during the half-year ending ———				*Progressive* expenditure incurred *from the beginning to the end* of the half-year ending— ———.			
			Other than loan				Other than loan		
		Loans	Recurring	Non recurring	Total	Loans	Recurring	Non-recurring	Total
1	Block Headquarters.								
2	Animal Husbandry & Agrl. Extension.								
3	Irrigation.								
4	Reclamation.								
5	Health & Rural Sanitation.								
6	Education.								
7	Social Education.								
8	Communications.								
9	Rural Arts, Crafts & Industries.								

10 Housing for Project Staff—
Rural Housing.

Total

A—Allocation of expenditure between the Central and State Governments.

1. Centre's share.
2. State's share.

B—Payment required from the Central Government to recoup the lumpsum advance.

1. Grant-in-aid.
2. Loans.

NOTE. —1 The expenditure statement should be rendered for the State as a whole separately for each year-wise series, indicating the total number of N.E.S. Blocks allotted during that year.

2. This statement includes the audited figures upto the period ending ——.

3. As soon as the audited figures of expenditure become available they should be taken into account in indicating the progressive expenditure.

ENCLOSURE IV

Letter No. F.1(144)—B/54, dated the 12th January, 1955 from Shri K. C. Das, Under Secretary to the Government of India, New Delhi, to the Comptroller and Auditor General of India, New Delhi.

SUBJECT.—*Redesignation of the existing major head '63-B-Community Development Projects' as '63-B-Community Development Projects, National Extension Service and Local Development Works.'*

I am directed to convey the approval of the President under Article 150 of the Constitution of India to the redesignation of the existing major head '63-B-Community Development Projects' in Section 'M-Extraordinary Items' as '63-B-Community Development Projects, National Extension Service and Local Development Works', and to the opening of a new major head in section 'M-Extraordinary Items', 'LI-A-Receipts on account of Community Development Projects, National Extension Service and Local Development Works' on the receipts side also.

2. I am also to convey the sanction of the President under Article 150 of the Constitution of India for the opening of three sub-major heads (i) Community Development Projects, (ii) National Extension Service and (iii) Local Development Works, under the new major heads referred to in para 1 above, both on the receipts and expenditure sides, so as to accommodate the receipts and expenditure on the three schemes mentioned above.

3. The annual write-back to revenue of the Central expenditure in respect of 'Grants for Local Development Works' recorded under the Capital head '88-Grants for Development' may be taken to the sub-major head 'Local Development Works' subordinate to the new Major head '63-B-Community Development Projects, National Extension Service and Local Development Works' under suitable minor heads may be opened for the purpose by the Comptroller and Auditor General.

4. Formal orders of the Comptroller and Auditor General to the opening of the following further minor heads under the sub-major heads, 'Community Development Projects and National Extension Service' subordinate to the new major head '63-B-Community Development Projects, National Extension Service and Local Development Works' mentioned in paragraph 2 above, to record the transactions in respect of the expenditure relating to the schemes *viz.*, Community Development Projects and National Extension Service, may kindly be issued by him under intimation to this Ministry.

A. Supervision.

B. District Establishment.

C. Irrigation.

D. Reclamation.

E. Health and Rural Sanitation.

F. Education.

G. Social Education.

H. Communication.

I. Rural Arts, Crafts and Industries.

J. Housing.

K. Training.

L. Works.

Suitable minor heads to record the receipts relating to the three schemes may also kindly be sanctioned under the three sub-major heads on the receipts side.

5. The new major heads and sub-major heads sanctioned in this letter will be operative with effect from the next financial years *i.e.* 1955-56.

6. This has reference to your Notes Nos. 851-Ac/194-53 dated 26-7-54, and 1374-Ac/202-54, dated 18-10-54.

Yours faithfully,

K. C. DAS,

Under Secretary to the Govt. of India.

No. F. 1(144)-B/54.

Copy forwarded to:—

(i) All Accountants General, Comptrollers, etc.

(ii) All Ministries, Secretariats and Departments of the Government of India, and the Community Project Administration (Planning Commission).

(iii) All Divisions and Branches of the two Departments of the Ministry of Finance

(iv) Finance Secretaries of all the State Governments.

By order, etc.

K. C. DAS,

Under Secretary to the Govt. of India.

ENCLOSURE V.

Letter No. F. 1(144)-*B*/54, *dated the* 12*th September* 1955, *from Shri K. C. Das, Under Secretary to the Government of India, New Delhi, to the Comptroller and Auditor General of India, New Delhi.*

SUBJECT.—*Redesignation of the existing major head '63-B-Community Development Projects, National Extension Service and Local Development Works'.*

In partial modification of paragraph 4 of this Ministry's letter No. F-1 (144)-B/54, dated the 12th January, 1955, on the above subject, I

am directed to request that under the sub-major heads 'Community Development Projects and National Extension Service' the following minor heads mav kindly be substituted for the existing minor heads thereunder :–

Details of expenditure	Minor head
State Headquarters staff	Supervision.
Project/Block Headquarters (Personnel, transport, office buildings & equipment, garages, maintenance of jeep, pay of driver etc.).	Project/Block Head quarters.
A.H. & Agriculture Extension	Animal Husbandry and Agriculture Extension.
Irrigation	Irrigation.
Health & Rural Sanitation	Health & Rural Sanitation.
Education	Education.
Social Education (Adult literacy, libraries, miscellaneous, recreational and cultural activities, like sports, games, Welfare Organisation, Conducted visits etc., dissemination of information & demonstration of improved practices, including nurseries, mobile cinema vans etc.)	Social Education.
Communication	Communication.
Rural Arts, Crafts and Industries . . .	Rural Arts, Crafts and Industries.
Housing (Project staff and Rural Housing) . .	Housing.
Training	Training.
Works (relating to the urban unit of composite projects).	Works.

2. Expenditure on the entire Project/Block personnel including Supervisory Staff and field workers (as outlined in the Annexure) should be shown under 'State Headquarters Staff' or Project/Block Headquarters', as the case may be. Expenditure on the following categories of staff even though attached to the Project/Block Headquarters

should be booked under the respective minor heads, as indicated against them.

Details of expenditure	Minor head
(i) School teachers	Education.
(ii) Works staff	Communications or Works { as the case may be.
(iii) Staff for Rural Arts, Crafts & industries .	Rural Arts, Crafts and Industries.
Miscellaneous staff not included in the list referred to above such as Bull-attendants, Tractor-Mechanics and Operators, Projector Operators etc.	Respective Minor heads.

(iv) The expenditure on works relating to the various items of the programme, should be classified under the respective minor heads *e.g.*, expenditure on hospitals and buildings for dispensaries should be debited under the minor head. Health and Rural Sanitation.

(v) The minor head Works, shuld be operated only for classifying works expenditure relating to the urban units of composite projects. The Minor head 'Training' is not to be made use of at all for the present, since no training scheme has so far been sanctioned, which may be financed from the budgets of the Community Projects/National Extension Services Blocks. If later on such a scheme is sanctioned it will be specifically indicated that the expenditure is to be exhibited under this sub-head.

3. It is requested that the requisite instructions in modification of your circular letter No. 194-Ac/25-55, dated the 7th February, 1955, may kindly be issued at an early date indicating the scope of the various minor heads as explained above.

4. This also disposes of your U.O.No. 355-Ac/25-55 dated the 11th March, 1955.

Yours faithfully,
K. C. DAS,
Under Secretary to the Govt. of India.

Copy forwarded to :

(1) All Accountants General, Comptrollers etc.

(2) All Ministries, Secretariats and Departments of the Government of India, and the Community Projects Administration.

(3) All Divisions and Branches of the Departments of the Ministry of Finance.

(4) Finance Secretaries of all State Governments.

By order, etc.
K. C. DAS.
Under Secretary to the Govt. of India.

ENCLOSURE VI

Letter No. F. 1(144)-B/54, dated the 21st October, 1955 from Shri K. C. Das, Under Secretary to the Government of India, New Delhi, to the Comptroller and Auditor General of India, New Delhi.

SUBJECT.—*Redesignation of the existing major head '63-B-Community Development Projects, National Extension Service and Local Development Works'.*

In continuation of this Ministry's letter No. F.1(144)-B/54 dated the 12th September, 1955, on the above subject, I am directed to send herewith the annexure referred to in para 2 of this Ministry's letter quoted above.

Yours faithfully,

K. C. DAS,

Under Secretary to the Govt. of India.

No. F. 1(144)-B/54.

Copy forwarded to :—

(i) All Accountants General, Comptrollers, etc.

(ii) All Ministries, Secretariats and Departments of the Government of India, and the Community Project Administration.

(iii) All Divisions and Branches of the Departments of the Ministry of Finance.

(iv) Finance Secretaries of all State Governments.

By order, etc.

K. C. DAS,

Under Secretary to the Govt. of India.

Annexure Referred to in letter No. 1 (144)-*B*/54 *dated* 12-9-55.

I. State headquarters Officers and Staff (including Ministerial Staff)

II. Project/Block Headquarters	Community Development Project/Block Project Executive Officer	National Extension Service Block Block Development Officer.
	Asstt. Project Officers	
	Agriculture graduates. Agriculture graduates with knowledge of animal husbandry.	Extension Officers (for agriculture, animal husbandry, Co-operation and Panchayats).
	Agriculture graduates with experience in cooperation and knowledge of village participation.	Social Education Organisers Overseer with public health knowledge.
	Agricultural Engineers or civil/mechanical engineers with experience of agricultural engineering.	Village Level Workers Accountant-*cum*-Storekeeper, Typist-Clerk, class IV staff.
	Civil Overseers.	
	Village level workers.	
	Stockmen.	
	Messengers.	
	Social Education Organisers,	
	Medical Officers.	
	Compounders.	
	Sanitary Inspectors,	
	Health Visitor.	
	Midwives.	
	Plus the requisite ministerial staff.	

Jaipur, and copy endorsed to other State Development/Commissioners, on the above subject, a copy of the D. O. letter No. CPA/19/5/Bd/55 dated February 7, 1956, from Shri R. Jagannathana, Deputy Secretary, C.P.A., to the Deputy Development Commissioner, Government of Andhra, Kurnool, together with a copy of the Comptroller and Auditor General's letter No. 1167-Ac/KW 35-Ac/54 dated the 16th September, 1955, referred to therein, is enclosed for information and guidance.

Enclosure I

Demi Official letter No. CPA/19/5/Bd/55, dated February 7, 1956, from Community Projects Administration, New Delhi.

Subject.—*Accounting procedure relating to voluntary cash contributions from the people for Community Development Projects.*

Dear Shri Simhadri,

Will you kindly refer to your D. O. letter No. 326/KII/26-3 dated 26-1-1956, on the above subject.

2. It appears that the procedure to be followed in regard to the accounting of voluntary cash contributions from the people towards the Community Development and N.E.S. Programme has not been correctly understood by the State Government. In this connection, a reference is invited to Comptroller and Auditor General's letter No. 1167-Ac/K.W. 35-Ac/54 dated 16-9-54 (copy enclosed) and No. 337-Ac/35-54 dated 15-3-55 (copy forwarded to all State Development Commissioners under this Administration letter No. CPA/19/Bd/55 dated May 5, 1955), according to which such cash contributions are to be accounted for as revenue receipts under the head 'LI-Extra-ordinary Receipts' in the State Government's accounts and not treated as reduction of expenditure. The presumption that these cash contributions if credited to the Revenue head as revenue receipts of the State Government and not treated as reduction of expenditure, will result in curtailment of the works programme and thereby defeat the very object of such contributions by discouraging cash contributions by the people, is not correct. As you know, people's participation is an essential component of the programme and voluntary contributions from the people in cash, kind and labour to the maximum possible extent in order to supplement Government's resources, are an indispensable factor. For this purpose, the *three-year* programme and budget estimates of the projects and blocks should provide only for Government expenditure, subject to the maintenance of the prescribed schematic ceilings, and should

not include the people's contributions in cash which will be taken into account separately and will thus be available for works over and above those provided for in the approved budgets. For the preparation of *annual appropriation* budgets of the State Government, however, the total expenditure inclusive of the expected cash contributions from the people will have to be taken into account. This is necessary as the entire expenditure will have to be met out of the State Government Funds, the cash contributions being credited separately as revenue receipts in the State accounts, but the additional provision in the State Government's Budget in respect of the expenditure to be met from the People's cash contributions will be counter-balanced by corresponding receipts on account of such contributions, under the Revenue head 'LI Extraordinary Receipts'.

3. The orders contained in the Government of Andhra Planning & Development (K) Department's Memo. No. 59729/K-II/55-1 dated 29-11-1955 required to be modified accordingly.

Yours Sincerely,

R. JAGANNATHAN.

Shri G. Simhadri,
Dy. Development Commissioner & Ex-officio Dy. Secretary to Government of Andhra, Planning & Development (KII).
Department, KURNOOL.

ENCLOSURE II

Letter No. 1167-*AC/KW*. 35-*Ac*/54, *dated the* 16*th September*, 1954, *from Office of the Comptroller and Auditor General of India, New Delhi, to the Secretary to Community Projects Administration, Planning Commission, New Delhi.*

SUBJECT.—*Accounting and audit arrangements in respect of transactions connected with Community Development Programme under the Indo-U.S. Technical Co-operation Agreement.*

I am to invite a reference to your letter No. CPA/586/54-(Bud.), dated the 23rd June, 1954, addressed to the State Development Commissioners, etc. forwarding the list of recommendations made by the Third Dev. Commissioners' Conference at Ootacamund, copy received with your letter No. CPA/534/52-53 (Bud.), dated the 24th July, 1954.

2. In connection with the proposal regarding financial and accounting procedure contained in para 28 (viii) (a) (3) of the recommendations to credit cash contributions received from the villagers to a new head '63-B-Cash Recoveries', I am to observe that such voluntary contributions from the villagers do not represent recovery of expenditure and therefore no question of adjusting these recoveries as reduction of expenditure under the major head '63-B' seems to arise. The existing classification of such contributions under 'LI-Extra-ordinary Receipts' is, in accordance with the direction embodied in Chapter 5 of Account Code Vol. I, and does not require any alteration. However, for meeting administrative and statistical requirements all that is necessary is that the Project Executive officers etc. should take cognisance of cash contributions received from the villagers in the departmental accounts of works kept by them which may show the gross cost of the work concerned, less the amount of cash contributions received from the villagers and the net cost of work.

3. The suggestion in item 28 of the recommendations mentioned above, as far as it concerns a change in the existing classification of cash contributions from villagers, may kindly be re-examined in the light of the position explained above and appropriate revised instructions issued to the Development Commissioners etc., under intimation to this office.

Yours faithfully,

SHIV NAUBH SINGH,

Director of Audit and Accounts.

LETTER NO. CPA-600/54(BUD), DATED THE 22ND MARCH, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development and N.E.S. Programme—Irrigation loans—Subsidy for private Irrigation schemes.*

Will you please refer to this Administration's letter No. CPA/600/54-(Bud.) dated the 4th August, 1955, on the above subject ? As there appears to be some misunderstanding in certain States in regard to the contents of that letter, the position is clarified as follows :—

(a) The 25% subsidy, which is admissible only in the case of loans for private irrigation works, will be shared between the Central and the State Governments in the same ratio as is applicable to the Central assistance under the G.M.F. Programme. The proportions of the Cen-

tral and State Government's shares of such subsidy are indicated as under :—

	Centre	State
(i) Parts A & B States other than Assam, Orissa, Jammu & Kashmir	1/2	1/2
(ii) Assam, Orissa, Jammu & Kashmir . .	2/3	1/3
(iii) Coorg	3/4	1/4
(iv) Other Part 'C' States	1	Nil

This element of subsidy will be treated as 'Other than loan' and as such the question of its repayment does not arise. Accordingly only 75% of the total private irrigation loans will be treated as 'Loan' and will be repayable to the Centre in full according to the usual terms and conditions laid down by this Administration for repayment of loans sanctioned to the State Governments in connection with other items of the Community Development and N.E.S. Programme out of Project/Block fnuds.

It is also intended that the element of subsidy referred to above is to be accommodated from within the existing overall ceiling of 'Other than loan' expenditure in the schematic budget for Community Project/Development Block and N.E.S. and should not be interpreted to mean any increase in the permissible overall expenditure under that head.

(b) As regards the payment on account of Central share of expenditure, the intention is that out of the total loan intended for private irrigation works, originally the Centre is to advance funds to a State Government to the extent of 75% only as 'Loan' (repayable in full) *plus* its share of subsidy on the balance of 25% calculated on the basis of the proportions indicated above. This payment will be adjusted in accordance with the usual procedure as followed in respect of other items of Community Development and N.E.S. programme *i.e.*, payment of such share is to be made every half-year on the basis of the certified statements of expenditure furnished by the State Government. It will thus be necessary for the State Government to indicate in those statements the amounts for private irrigation works separately to regulate the periodical advances for this purpose.

It is requested that the element of subsidy so far allowed for the private irrigation works in Community Development/N.E.S. Blocks may be accounted for in the next half-yearly certified statement of expenditure *i.e.* for the period ending 31-3-1956, to be submitted to this Administration in case it has not already been accounted for in the statement for the half-year concerned.

ENCLOSURE

GOVERNMENT OF ORISSA

COMMUNITY DEVELOPMENT AND THE NATIONAL EXTENSION SERVICE

Interim Programme which can be taken up in advance of approval of the full programme

Items of work which can be included in the interim programme	Unit Cost	Total extent to which expenditure can be incurred
1	2	3
	Rs.	Rs.
1. Surface wells	400/ (Govt.'s grant only).	4,000/
2. Renovation of tanks	500/ (Govt.'s. (grant only).	3,000/
3. Renovation of surface wells . . .	100/ (Govt.'s grant only).	1,000/
4. Culverts on village roads . . .	According to estimate in each case.	5,000/
5. Adult literacy centres	15/ per month per centre.	Six months for a maximum of ten centres. Rs. 900/
6. Agricultural Extension activities miscellaneous expenditure.	..	500/
7. Grants-in-aid for schools, hospitals etc. etc.	Not exceeding Rs. 500/ in each case.	5,000/

LETTER NO. CPA/13 (18)/P/56, DATED 26TH JULY, 1956, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, OF ALL STATE GOVERNMENTS (EXCEPT *N.E.F.A.*).

SUBJECT.—*Community Development and National Extension Service programme during second five-year plan—provision for local works and social education for Community Development Projects/Blocks after completion of their scheduled period of operation.*

Will you please refer to paragraph 4 (7) of this Administration's letter No. CPA/13(18)/P/56 dated July 10, 1956, on the above subject? The question with regard to the manner in which the provision of

Rs. 30,000 per block for 'Local Works' and 'Social Education' made in the Second Five-Year Plan should be utilised, has now been considered and the following suggestions are made :—

Local Works :

(i) The provision of Rs. 25,000 should as a rule, be utilised through the agency of Panchayats and other local bodies. No part of the provision should be spent through the departmental agency. In these areas people's participation has already been established as the method of community development, and Panchayats are intimately connected with the formulation of plans for their respective areas. Funds out of this provision should accordingly, be placed at the disposal of the Panchayats for programmes to be planned as well as executed by them. This procedure will be in accordance with the recommendations made by the Fifth Development Commissioners' Conference at Nainital, *vide* paragraph 5(a) of the list forwarded with Community Projects Administration letter No. CPA/21(4)/P/56 dated June 9, 1956. Where, however owing to the absence or ineffectiveness of Panchayats, it is proposed to utilise the funds through the agency of *ad hoc* bodies with no legal status, the Block Advisory Committee should be consulted in regard to the allocation of grants-in-aid to these bodies for actual schemes.

(ii) The scale of voluntary contribution from the people for each item of work should be laid down as follows :—

For the first year i. e. 1956-57.	2/3rd of the total cost should be contributed by the people by way of cash, labour and material and Government's contribution will be restricted to 1/3 rd of the total cost.
For the second & third years *i. e.* 1957-58 & 1958-59	the scale of people's contribution will be 3/4th of the total cost and Government's contribution will be restricted to 1/4th.

In regard to Government's expenditure, this will be shared between the Central and State Governments in the prescribed proportion.

(iii) The provision be utilised on non-recurring items of expenditure falling under the heads 'Rural Health and Sanitation' and 'Communications' and, where absolutely necessary for special reasons, "Education" also. Having regard to the small amount of the grant, it would be desirable to lay down a suitable ceiling for Government expenditure *e.g.* Rs. 500 to Rs. 1,000 for individual items of work.

Social Education :

The entire provision should be utilised on recurring items of expenditure. No part thereof should be used for putting up buildings or purchase of expensive equipment.

2. In these areas, preference should be given to villages which have not so far benefited from the Community Development programme.

3. In the actual utilisation of this grant, the maximum stress should be on *utility*.

4. It is requested that the State Governments will bear in mind the above suggestions, and forward copies of the approved programme for each block to this Administration for information and comments, if any. The receipt of this letter may kindly be acknowledged.

5. A further communication will be sent, after consulting the Ministry of Finance, regarding the accounting arrangement and financial procedure for payment of the Central Government's share in respect of these two items as well as the recurring expenditure on the staff of the National Extension Service pattern retained after completion of the project period in these Development Blocks.

LETTER NO. CPA-38/BD/56, DATED 20TH AUGUST, 1956, FROM THE COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Classification of expenditure incurred on the N.E.S. Programme.*

A reference is invited to this Administration's circular letter No. CPA-19/Bd/55 dated 2-1-1956, regarding uniform accounting arrangements for classification of expenditure in connection with the Community Development Projects and N.E.S. Blocks, with which a revised schematic budget for N.E.S. blocks taken up during the First Plan period showing the new programme heads in conformity with the new minor heads of accounts prescribed for booking of expenditure on N. E.S., was enclosed. As the new heads that have been adopted with effect from the year 1955-56 are materially different from the old heads, certain State Governments have raised the question as to how the expenditure pertaining to N.E.S. booked under the old heads should be reclassified under the new heads for purposes of working out the progressive expenditure under the latter heads against the schematic ceilings.

2. In this connection attention is invited to this Administration's letter No. CPA/554/53-(Bud) dated 30-12-1954, addressed to the Development Commissioner, Andhra, a copy of which was endorsed to the Development Commissioners of all other States, wherein an indication

of the nature of the schemes falling under the old heads was given and the principal items covered by each head were also specified. The expenditure already booked under each of the old heads may be analysed according to the items mentioned in the afore-said letter and reclassified under the new heads generally in the manner indicated in the Annexure to this letter. Any expenditure which does not specifically pertain to any of the items under an old head as specified in the Annexure may be reclassified under the appropriate new head according to the nature of the expenditure on the basis of the list of items relatable to the programme as embodied in Appendix 'F' to the 'Budget Mannual—Community Development Programme'.

3. As regards classification of 'Other than loan' expenditure under 'Recurring' and 'Non-recurring' categories under the new heads, it is pointed out that although no distinction between 'Recurring' and 'Non-recurring' expenditure is necessary in general accounts as per instructions contained in the Comptroller and Auditor General of India's letter No. 1124 AC/KW 65-52 dated 15-10-1953, addressed to the Accountant General, Rajasthan, it is necessary to maintain such distinction in exhibition of expenditure in the certified statements of expenditure for purposes of working out the Centre's share separately on recurring and non-recurring expenditure and also to keep a watch on the progress of expenditure under each catagory against the schematic ceilings. For this purpose, the expenditure already booked as 'recurring' or 'non-recurring' under the old schematic heads as shown in the half-yearly certified statements of expenditure may be treated accordingly, while reclassifying such expenditure under the new heads. Loan expenditure previously incurred on housing for staff against the additional provision upto a maximum of Rs. One lakh per block in connection with the N.E.S. programme as per this Administration's letter No. CPA/554/53-54-(Bud) dated 1-4-54 will be reclassified under the new head 'Housing'. As in the revised schematic budget for N.E.S. Blocks enclosed with this Administration's letter of 2-1-56, referred to above, there is no specific provision for expenditure under the heads 'A.H. & Agricultural Extension', 'Rural Arts, Crafts and Industries' and 'Housing', any expenditure accommodated under these heads as a result of reclassification of the expenditure previously charged to the old heads will have to be regularised by necessary reappropriation of funds from other heads under which there are savings, under the powers vested in the State Governments, subject to the fulfilment of the prescribed conditions (*vide* this Administration's letters No. CPA/554/53-(Bud) dated 2-2-54, as embodied in Appendix 'G' to the 'Budget Manual—Community Development Programme' and No. CPA/554/53-(Bud) dated 30-12-54, referred to above). Similar action will be necessary to regularise excess over expenditure under any other new head as a result of such reclassification.

4. It is requested that progressive expenditure on N.E.S. Blocks may invariably be shown under the new heads in the certified statements of expenditure in future, reclassifying the previous expenditure in accordance with the above instructions and in cases where progressive expenditure has not been shown already under the new heads for some reason or other in the statements last submitted to this Administration, the same may now be intimated under the respective heads separately in respect of each such statement for purposes of check of expenditure against the prescribed ceilings and completion of records of this Administration.

*5. This also disposes of the State Government's letter (i) No. DD 7.(18) Accts-55/796 dated 22-6-56. (ii) No. DD/Acctt.-6/8/-1/719 dated 12-7-56.

Copy together with the annexure forwarded to all the Civil Accountants General/Comptrollers for information in continuation of this Administration's circular letter No. CPA-19/Bd/55 dated 2-1-56, a copy of which was endorsed to them by the Union Ministry of Finance. These orders have been issued with the concurrence of that Ministry.† This also disposes of the A. G. Mysore's letter No. 754/TAD.V/NESI dated 9/15th March, 1956.

Encl : 1 Annexure.

2. Copy together with the annexure also forwarded to the Ministry of Finance for information with reference to their U.O.No. 4535-CP/56 dated 14-8-1956.

Encl : 1 Annexure.

ENCLOSURE.

ANNEXURE

Statement showing mode of reclassification of expenditure incurred on N.E.S. programme against old heads under the new heads

Name of old head	Particulars of items as given in CPA's letter No. CPA/554/53 (Bud) dated 30-12-54	Name of corresponding new head as given in the Annexure to this Admn.'s letter No. CPA-19/Bd/55 dated 2-1-56
1	2	3
I—Personnel . .	(1) Personnel . . . (2) Maintenance of jeeps (3) Misc. recurring contingencies of the Block Office *e.g.*, Stationery, Postage etc.	Project/Block Head-quarters. (a) Personnel

*(i) For Pepsu State. (ii) For Saurashtra State.
†For A. G., Mysore

1	2	3
II—Transport, Office equipment etc.	(1) Transport Vehicles. (2) Office equipment furniture and fixtures. (3) Cycles. (4) Buildings for office.	Project/Block Head Qrs. Item (1) under (b) Transport Items (2) to (4) under (c) Office Building & equipment.
	(5) Equipment and implements for departmental use—for demonstration etc. (6) Stores & Godowns for departmental use etc.	Items (5) and (6) under A.H. & Agrl. Extension.
III—Local Works .	(1) Roads. (2) Culverts. (3) Pavements of Streets (4) Latrines & other sanitary works. (5) Paths. (6) Drainage. (7) Drinking water supply schemes. (8) Buildings for dispensaries, schools and community recreation centres etc. etc.	Items (1) & (2) under Communications. Items (3) to (7) under Health & Rural Sanitation. Item (8) under 'Health and Rural Sanitation', 'Education' or 'Social Education, according to the nature of expenditure.
IV—Social Education.	(1) Recurring expenditure on dissemination of information and demonstrations of improved practices including 'nurseries'. (2) Exhibitions & shows. (3) Adult literacy, libraries, sports, games, recreational & cultural activities. (4) Prizes etc. etc.	'Social Education' or 'A.H. and Agrl. Extension' according to the nature of the expenditure.
V—Grants-in-aid .	Aid to :— (1) Non-Govt. institutions for schools, hospitals, veterinary dispensaries. (2) Non-Govt. institutions for Social Education & Cottage Industires training schemes etc.	Item (1) under Education 'Health & Rural Sanitation' or 'A.H. & Agrl. Extension' according to the nature of exp. Item (2) under 'Social Education' or 'Rural Arts, Crafts & Industries' according to the

completion of the scheme within the specified period from the date of issue of loan. This would enable the State Government to exercise proper check on successful completion of the schemes by the beneficiaries and their title to earn the subsidy. For purposes of Central assistance, however, only 75% of the total estimated expenditure will be treated initially *as loan* and the balance of 25% will subsequently be treated as subsidy or loan according as the conditions for the grant of the subsidy have been fulfiled or not.

(ii) As regards the procedure for payment of the Central share of expenditure, only 75% of the total estimated expenditure is to be exhibited in the certified statements of expenditure for the half-year concerned and the balance 25% will be exhibited in the subsequent statements of expenditure as 'Loan' or 'Other than Loan', as the case may be, on the fulfilment of the prescribed conditions, but a suitable remark indicating the total estimated expenditure on which the claim for Centre's share is based should be given therein in each case, for the information of this Ministry.

Yours faithfully,
S. S. SHIVAPURI,
Under Secretary to the Government of India.

Copy together with a copy of the letter under reply from the Government of Orissa is forwarded to—

(1) The Development Commissioners of all other State Governments for information and necessary action.

(2) All the Civil Accountants General/Comptrollers for information. *This also disposes of his D. O. letter No. CP(6)/56-57/429 dated 18-6-1956).

(3) Ministry of Finance (M. F. Branch) with reference to their U.O. No. D 5878 CP/56 dated 1-10-1956.

S. S. SHIVAPURI,
Under Secretary to the Government of India.

LETTER No. MCD-38(2)/BD/56, DATED JANUARY, 11TH 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT N.E.F.A.).

SUBJECT.—*Accounting arrangements and financial procedure for payment of the Centre's share of 'Committed' expenditure and 'Development' expenditure during post-intensive phase in the Second Plan period.*

Please refer to para 5 of this Ministry's circular letter No. CPA/13 (18)/P/56 dated 26th July, 1956, on the above subject.

2. The accounting arrangement and financial procedure for payment of the Centre's share in respect of 'Committed' expenditure on

*For A. S., Rajasthan only.

staff and 'Development' expenditure during post-intensive phase from the *ad hoc* provision of Rs. 30,000 per annum per block in the Second Plan period will be as under :—

(i) For purposes of accounting 'Committed' expenditure on personnel referred to in para 4(5) of this Ministry's letter No. CPA/13(18) P/56 dated 10-7-1956, which also includes recurring expenditure that will continue to be incurred during the intensive period on personnel retained on N.E.S. pattern in the converted Community Development Blocks after their conversion, will be treated as expenditure on N.E.S. and charged in the accounts to a new minor head to be opened under the sub-major head 'N.E.S.' of the Major head '63-B' which will be intimated in due course to all the State Governments by the Ministry of Finance. The procedure for payment of Centre's share in respect of this expenditure will be the same as for normal development expenditure on N.E.S. Programme except that no *ad hoc* advance will be allowed in this case, and such payments will be sanctioned by this Ministry, as usual, on the basis of half-yearly certified statement of expenditure to be rendered by the State Governments in accordance with the instructions contained in sub-para (iii) (a) and (c) below. The payment of Centre's share will, however, be restricted to the ceilings prescribed in para 4(5) of this Ministry's letter of 10-7-1956 referred to above *i.e.*. it will not exceed the limit of Rs. 16.500 per annum per block in respect of any individual State as also the overall amount of Rs. 6 crores a year in respect of all such blocks whether stated in the First or in the Second Plan period and for all the States.

(ii) As regards 'Development' expenditure during post-intensive phase *viz.*, expenditure on 'Local Works' and 'Social Education,' such expenditure will also be treated as expenditure on N.E.S. and accounted for accordingly under the respective minor heads of the sub-major head 'N.E.S.' subordinate to the major head '63-B' *viz.*, 'Health & Rural Sanitation' or 'Communications' or 'Education' as the case may be in the former case and 'Social Education' in the latter case (*vide* Ministry of Finance's letter No. F.1(144)-B/54 dated 12-9-1955). The procedure for payment of Centre's share in respect of this expenditure will also be the same as for expenditure on N.E.S. *i.e.*, an *ad hoc* advance of Rs. 10,000 per block will initially be paid to the State Government for the total number of blocks into which the completed Community Development Projects/Blocks are split up on normalisation. This advance will be recouped once every six months on the basis of half-yearly certified statements of expenditure to be rendered by the State Governments in accordance with the instructions contained in sub-para (iii) (b) & (c) below. For this purpose, the State Governments may intimate the number of blocks into which each C. D. Project/Block is split up on normalisation with necessary details as soon as possible, to enable this Ministry to sanction the necessary *ad hoc* advance. The

payment of Centre's share to be made on the basis of certified statement of expenditure will be restricted to the ceilings prescribed in para 4(7) of this Ministry's letter of 10-7-1956 referred to above *viz.*, 70% of expenditure on 'Local Works' (which will be of a non-recurring nature) and 50% of expenditure on 'Social Education' (which will be of a recurring nature) subject to the limits of Rs. 18,750 per annum per block in the former case and Rs. 2,500 per annum per block in the latter case. In view of the fact that the State Governments have been allowed to utilise savings upto the end of March, 1957 in respect of C. D. Projects/Blocks that have completed their scheduled period of operation by September, 1956 (or earlier), *vide* para 4(6) of this Ministry's aforesaid letter of 10-7-1956, it has been decided that this assistance will be available from 1-10-1956, only to those States that have spent the entire 'Other than Loan' funds upto 30-9-1956, in respect of such Projects/Blocks, and in all other cases it will be allowed with effect from 1-4-1957. Further, the State Governments will be entitled to this assistance for a period of 3 years only from the date it is availed of *viz.*, 1-10-56 or 1-4-1957, as the case may be. State Governments are, therefore, requested and to intimate the progressive 'Other than Loan' expenditure actually incurred to end of September, 1956 as also the approved overall ceilings therefore exclusive of dollar and incidental rupee expenditure on equipment (which is adjustable separately on the basis of allocation sheets) separately in respect of completed C. D. Projects/Blocks of 1952-53 and 1953-54 series to enable this Ministry to decide from which date the assistance in respect of the development expenditure during post-intensive phase will be available to them. For this purpose the figures of actual expenditure to end of 9/56 to be intimated by the Statet Governments should agree with those as per certified statement of expenditure for the same period.

(iii) (a) A separate consolidated certified statement of expenditure for the State as a whole will be prepared in respect of 'Committed' expenditure incurred on personnel retained on N.E.S. pattern in the 'Completed' or 'Converted' Blocks, indicating therein separately the total number of blocks completed or converted on any date as well as the date of such completion or conversion and the aggregate expenditure incurred during the half-year as well as progressive expenditure to end of that half year against each such category of blocks. Only 'Other than Loan' (recurring) expenditure will be exhibited in this statement. Further, to distinguish this expenditure from the 'Development' expenditure the statement will be suitably headed as "Certified statement of 'Committed' expenditure on Staff".

(b) In the case of expenditure on 'Local Works' & 'Social Education' however, a separate consolidated' certified statement will be prepared in respect of each yearwise series of the C.D. Projects/Blocks, showing the expenditure incurred during the half year as well as

progressive expenditure to end of the half year under the heads 'Local Works' & 'Social Education', the former head being further sub-divided under the respective Minor heads namely 'Health & Rural Sanitation', 'Communications' & 'Education'. Only 'Other than Loan' expenditure under recurring and non-recurring categories will be exhibited in this statement. To distinguish this 'Development' expenditure from that incurred during the intensive phase this statement will also be suitably headed as certified statement of Development expenditure' during post-intensive Phase".

(c) For the sake of uniformity the statements referred to in sub-paras (a) & (b) above may be submitted by the State Governments in the enclosed proformas* 'A' & 'B'.

(iv) For purposes of control over expenditure, Programme & Budget Estimates in respect of both 'Committed' expenditure on staff and 'Development' expenditure during the post-intensive phase may be prepared, as usual, showing necessary details of the expenditure in each case, and approved either by the State Governments themselves or by the authorities to whom powers may be delegated by them in this regard. Copies of approved programme and budget estimates may also be furnished to the State Accountant General as well as this Ministry.

(v) As regards provision for such expenditure in the annual appropriation budgets of the State Government, 'Committed' expenditure which is not to be included in the 'Plan' expenditure will be provided for in their normal Revenue Budget under the head referred to in sub-para (i) above, while 'Development' expenditure which is to be included in the 'Plan' expenditure will be provided for in their Plan Budget under the heads referred to in sub-para (ii) above. The 'receipts' on account of Centre's share of expenditure as grant-in-aid will as usual, be provided for under the corresponding Receipt heads in the Revenue and Plan Budgets of the State Government to which such receipts are correctly creditable in the accounts.

3. The receipt of this circular letter may please be acknowledged.
Encl. Two Proformas.

LETTER No. MCD-1/2/Bd/56, DATED JANUARY, 31ST 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Programme for Agriculture in N. E. S. and C. D. Blocks—Financial Provision therefor in the schematic budget.*

Please refer to para 1 of this Ministry's letter No. MCD/1(19)/P/56 dated November 1, 1956, wherein it was recommended *inter alia*

*Not printed.

that the funds provided for 'Agriculture and Animal Husbandry' and 'Irrigation and Reclamation' in the block budgets should not be diverted to other heads of the programme.

2. As the State Governments are no doubt aware, no provision has been made under the head 'Agriculture Extension & Animal Husbandry' (except a small amount of Rs. 10,000 for demonstration equipment in the Community Development Block budget) in the revised schematic budgets for Community Development & National Extension Service Blocks adopted for the Second Plan period. The intention was that the Agriculture and Animal Husbandry schemes of the Union Ministry of Agriculture as well as those of the State Governments included in the Second Five Year Plan would be applied to the maximum extent possible in the Community Development and National Extension Service areas.

3. During discussions held last year by the Planning Commission with the representatives of the State Governments regarding increased agricultural production, it was again emphasised that the agency of National Extension Service & Community Development should be utilised to the maximum extent possible to achieve the object in view. This matter was also discussed in the recent meeting of Development Commissioners and Secretaries of the State Departments of Agriculture held in New Delhi, on 10th and 11th December, 1956, and certain recommendations have been made regarding the role which the personnel of National Extension Service and Community Development Blocks have to play in securing increased agriculture production.

4. In this connection, some of the State Governments have pointed out that in the absence of any specific provision for agricultural development in the block budgets, they are finding it extremely difficult to effectively undertake the agricultural programme and have emphasised the need for some financial provision being made for the purpose. The matter has, therefore, been carefully reviewed and having regard to the highest priority accorded to increased agricultural production in the Second Plan, it has been decided to provide some funds for 'Animal Husbandry and Agriculture Extension' in the Block areas by re-appropriation from other heads of the schematic block budgets as indicated below :—

(i) *National Extension Service Block.*—An amount upto a ceiling limit of Rs. 10,000 may be provided in the schematic budget under the head 'Agriculture Extension and Animal Husbandry' by diversion of a sum upto Rs. 5,000 each from the existing provisions under the heads (a) 'Education' and (b) 'Communications'. This would leave a sum of Rs. 35,000 and Rs. 25,000 for 'Education' and 'Communications' respectively.

(ii) *Community Development Block.*—An additional amount up-to a ceiling limit of Rs. 10,000 may be provided in the schematic budget under the head 'Animal Husbandry and Agriculture Extension' by diversion of the sum from the existing provision under the head 'Communications'. This would thus leve Rs. 90,000 for 'Communications'.

5. It is requested that State Governments may kindly make necessary financial provisions while framing three year budget estimates of all blocks taken up during the Second Plan period.

The receipt of this letter may kindly be acknowledged.

LETTER No. 2(2)/57-PC, DATED JUNE, 1ST 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES AND UNION TERRITORIES.

SUBJECT.—*Co-ordinated programme of Social Welfare for women and children in C.D. Blocks to be taken from April, 1957.*

Will you please refer to this Ministry's letter No. 23(1)/57-PP dated March 12, 1957, on the above subject.

2. Co-ordination between the Welfare Extension Projects and the Community Development Programme was further discussed at a meeting of the Chairmen of the State Social Welfare Advisory Boards, held in New Delhi in April, 1957, *vide* copy of the Summary Record attached. In view of the difficulties experienced in raising matching contributions to the required extent, the schematic budget of the Welfare Extension Projects (C.D. Type) has been revised excluding therefrom the portion required to be raised by way of local contributions. This is also in accordance with the C. D. Budgetary practice. The revised budget thus consists of the shares of the Central Social Welfare Board, the State Government and the Community Development Block Budget. A copy of the revised budget together with the explanatory note thereon is enclosed.

3. The total Government Expenditure for the 3-year period on a welfare extension project is estimated at Rs. 133,000. Excluding the cost of one woman Social Education Organiser and two Gram Sevikas (*viz.,* Rs. 14,400 which will be met in full from Community Development Block Budget direct, the allocation of the balance will be in the ratio of 18:13:9 as under :—

(i) Central Social Welfare Board	Rs. 52,000 (approx.)
(ii) Community Development Budget	Rs. 40,000 (approx.)
(iii) State Government	Rs. 27,000 (approx.)

4. The State Government's share of Rs. 27,000 per project will be provided from their own resources and will be outside the C.D. Block budget. The amount of Rs. 40,000 representing the quantum of financial assistance from the C. D. budget will be shared between the Centre and the States in accordance with the existing pattern of sharing non-loan expenditure relating to the C.D. & N.E.S. programme *viz.*, 50:50 for recurring and 75:25 for non-recurring items of expenditure.

5. The financial assistance from the C. D. Budget will be made as grants-in-aid to the Project Implementing Committee by the competent authority of the State Government *e.g.*, Block Development Officer; Collector or Development Commissioner, as the case may be and the payment will be made *half-yearly* in accordance with the procedure followed under the C.D. & N.E.S. programme in regard to payment of the Central share of expenditure to the States. The State Governments will, in accordance with the existing procedure, claim reimbursement of the Central Share of expenditure from this Ministry through the half-yearly certified statements of expenditure, classifying the figures under the programme heads concerned *viz.*, Education, Social Education, Health and Sanitation and Cottage Industries.

Enclosure

Summary record of the meeting of Chairmen of State Social Welfare Advisory Boards held from 10th to 12th April, 1957 at New Delhi.

It was decided to hold a meeting of the Chairmen of all the State Boards in April this year for two reasons: firstly, the usual annual conference of Chairmen of State Boards could not be held in last November on account of the recent re-organisation of States and consequent reconstitution of State Boards; secondly, the recent decision about co-ordinating the Welfare Extension Projects with the Community Development Scheme also made it necessary to call representatives of all State Boards to confer together and work out in detail the implications of the co-ordination scheme, and the steps to be taken.

Chairman, Central Social Welfare Board's introductory remarks :

The proceedings of the meeting opened with a few introductory remarks by Shrimati Durgabai Deshmukh, Chairman, Central Social Welfare Board. In a brief review of the role played by the Central Social Welfare Board in the promotion of social welfare services in India on a planned basis, she emphasised the constant effort at co-ordination that has guided the footsteps of the Central Board in its multifarious activities. She also stressed the need for understanding in its

proper perspective the role of non-officials in the implementation of social welfare schemes and said that it was necessary for both official and non-official elements to understand each other and to work in close harmony. She added that in planned democracy the role of the non-officials was vital, even if it meant lowering executive efficiency for a while, the risk would be well-worth in the long run.

Maulana Azad, Union Minister of Education, who was specially invited to address the Chairmen of the State Boards expressed great satisfaction on the progress of the Board and said that the Government of India's faith in creating a link in the form of Central Social Welfare Board in the incoherent pattern of voluntary effort, was fully justified. He welcomed the decision of co-ordinating the Welfare Extension Projects and the Community Development Scheme and asked the representative of the State Boards to work with courage and hope. He also advised them to administer the programmes impartially. On behalf of the Central Board and the assembled delegates, Smt. Indira Gandhi, member, Central Social Welfare Board, thanked the Education Minister for his valuable advice and said that the guidance and co-operation of the Union Ministry of Education has enabled the Board to achieve a measure of success and expressed a hope that in future the Board would receive all possible encouragement from the Ministry.

Co-ordination between Welfare Extension Projects and Community Development Scheme :

The main paper on the pattern and method of co-ordination between the Welfare Extension Projects and Community Development Scheme was then taken up for discussion. Comments were invited from every Chairman, Central Social Welfare Board and the questions raised were answered by the Chair, C.S.W. Board or by the Secretary, Ministry of Community Development who was also present on special invitation. These points are briefly enumerated below :—

1. The multipurpose nature of the programme in the Welfare Extension Projects would still be retained in the co-ordinated pattern by suitably arranging the posting of staff. It was decided that teams of one gram-sevika and one balwadi teacher would be posted together at 8 different centres. Two teams of one Gramsevika and one craft instructor would be posted to two centres and four trained dais would be attached to the fourmid-wives of the Primary Health Unit functioning in the Block. Therefore, these fourteen centres will have two members of staff at each place organising three to four activities at each centre. Incidentally, this could also solve the problem of isolating single women workers having to live in remote villages. This arrangement would also obviate the necessity for providing any extra attendants to escort project staff.

2. The pay-scale of the Welfare Extension Project staff and the corresponding Community Development staff would be equalised as far as possible and adjustments necessary would be allowed for the purpose. This will also be applicable to the Mukhya Sevika and Social Education Organiser.

3. In view of the larger size of the budget and of various sources from which the funds will be made available, it was decided that it will be necessary to have one accountant and one clerk in each Project Implementing Committee office for the Welfare Extension Project (Community Development) pattern of project.

4. In view of the difficulties experienced in raising matching contribution to the extent required in the existing pattern of the project budget, it was decided to accept the suggestion of the Ministry of Community Development that the project should only take into account the shares to be made available by the Central Social Welfare Board, Ministry of Community Development and the State Governments, and should provide for a minimum basic programme. The voluntary contribution which will still be necessary in order to run the programme adequately, would be outside the budget and would cease to be an essential pre-requisite for sanctioning the projects or for contributing the respective shares.

5. It was decided that the budget of the existing projects of the existing pattern should also be revised on a non-matching basis with effect from 1st April, 1957. Shri Tandan, I.C.S., Secretary, Ministry of Community Development, indicated that the sum of Rs. 54,400 shown as the contribution from the Community Development budget comprised 14,400 for the salaries of the women Social Education Organiser and the two women gram sevikas. Thus only Rs. 40,000 would be available from the Community Development provision for which specific schemes have to be drawn up by the Project Implementing Committees to enable them to utilise the same. It was made clear that this sum of Rs. 40,000 was specifically earmarked for the schemes of welfare of women and children in the Community Development Blocks, and would be available for this programmes and put necessarily only on the specific items mentioned in that Ministry's earlier letter.

Lt. Col. C. K. Lakshmanan, Director General of Health Services and member of the Central Social Welfare Board, explained briefly the pattern of the Primary Health Units which will be located in different Community Development Blocks. He further explained how the Dais appointed by the Project Implementing Committees should work in co-ordination with the and under the supervision of the Mid-wives of the Primary Health Units.

Welfare Extension Projects of existing pattern in uncovered districts and areas where only one project is in existence:

In any district in which no project has hitherto been started, it was open to the State Board to send proposals for starting a Welfare Extension Project of the existing pattern in the district. This project should preferably be located outside the Community Development Block, if any, and preferably outside a National Extension Service Block which may be completing its three years period before conversion into a Community Development Block. In the districts where the second project has to be started, the proposal would be considered with reference to the possibility of a Community Development Block being taken up in the district shortly.

No third projects outside new Community Development Blocks:

No State Board should, however, forward any proposal for a third project unless it be a project which will be located in one of the new Community Development Blocks to be taken up either in April, 1957 or thereafter.

Winding up the discussion on this subject, Chairman, Central Social Welfare Board, pointed out that the whole scheme of co-ordination was so planned as to make it possible to absorb the staff and services eventually in the normal pattern of the States on programmes of development and administration. She appealed to the Ministry of Community Development to instruct the Community Development officials to extend their fullest possible co-operation to the non-official workers working in the Project Implementing Committees so as to make this joint venture a success. Shri Tandan on behalf of the Ministry of Community Development assured the Central and State Boards that they would spare no pains to offer their co-operation and to make this scheme a success.

Address by the Deputy Chairman, Planning Commission:

The proceedings of the second day commenced with an address by Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission, who said that nothing has given greater pleasure to them in the Planning Commission, than the fact that a large number of women have been mobilised to take up work for the welfare of women in the rural areas. He appreciated the work of the Central Social Welfare Board in this direction. Explaining the philosophy underlying the national extension movement, he said that the essence of it was to assist people to help themselves. He was convinced that no benefit of permanent value can accrue to people unless their own life-force was awakened and harnessed. In fact, that is the surest progress of any programme. He cautioned the non-official workers that co-ordination

with Community Development Scheme meant heavier responsibility on them but added that with firm determination and hard work on their part and understanding and co-operation between them and the officials, the scheme was sure to succeed.

Chairman, Central Social Welfare Board, placed a few points before the Deputy Chairman, Planning Commission, for consideration in the Planning Commission. She stressed the need for providing buildings for the activities and for the staff working at the village level and requested that the Planning Commission might make available some funds out of the provision for Local Development Works Scheme, and if necessary to relax some of the conditions of those grants. She pointed out the need of co-ordinating the training programmes of the gramsevikas of the Welfare Extension Projects entrusted to the Kasturba Gandhi National Memorial Trust and the gramsevikas of the Community Development Blocks undertaken by the Home Economics Wing of the Ministry of Food and Agriculture. She said that some co-ordination between the training programmes of the Social Education Organiser and the Chief Welfare Organiser would also be necessary. She also brought to the notice of the Deputy Chairman that there was an increasing demand for setting up production units in the villages whereby the earnings of village families could be somewhat supplemented. She informed the Deputy Chairman that the Central Social Welfare Board was already negotiating with other Boards like the Handicrafts Board and Khadi and Village Industries Commission etc., for the purpose, but wished that a directive from the Planning Commission to that effect should also be forthcoming. Shri Krishnamachari in answer to the matters placed before him by the Chairman, Central Social Welfare Board, said that with regard to the building grants, he would have an early decision taken and also promised to look into the question of co-ordination of training which in his opinion was very necessary.

Need for co-ordination in training programmes :

Miss P. Dass, Special Officer for Social Education (women) of the Ministry of Community Development and Miss Bhandari of the Home Economics Wing of the Ministry of Food and Agriculture, who spoke later, agreed that some measure of co-ordination between various training programmes was very necessary and promised to extend their co-operation in the direction.

Various points raised by several Chairmen of State Boards regarding the existing Welfare Extension Projects were answered by the Chairman, Central Social Welfare Board. These were mostly in the nature of clarification or amplification of the established policies and

procedures which have already been communicated through various circulars of the Central Board, from time to time. Further, Chairman, Central Social Welfare Board, placed some points before the Chairmen of the State Boards and impressed upon them the need to make out some important advances in the working of the State Boards and the Project Implementing Committees. These points were embodied in a paper circulated the Chairmen at the meeting.

Training programme requirements of gramsevikas :

As the outset Chairman Central Social Welfare Board, placed before the meeting the enhanced requirement of gramsevikas in view of the new pattern of the Welfare Extension Projects. She said that by the next three years, the Central Social Welfare Board would require about 11,000 gramsevikas and that 1,500 have so far been trained by the Kasturba Trust. They would have trained a much larger number, 3,000 per year, during the next three years if the phasing of projects and Community Development Blocks went according to the schedule. Then she called upon various Chairmen to place before Lady Thackersey, Smt. Sushila Pai and Shri Shyamlal, who were present by special invitation, their viewpoints. The points made by Chairmen of various State Boards are as follows :—

1. That the Training Centres of the Kasturba Trust were not adequately staffed.
2. The discipline in force in the Training Centres was very rigorous.
3. The gramsevikas were not taught things like maintenance of registers, accounts, etc., which were necessary in fulfilment of their duties at the project centres.
4. The Training Centres have not offered opportunities to contact the villagers during the training period.
5. That girls coming from hilly areas and tribal areas needed a separate training centre.
6. That a short-term training course be provided to those gramsevikas who have been working in the projects for some time and those who have been found to be better than average.
7. Courses in home economics and home science should be included in the training of gramsevikas.

Shrimati Sushila Pai answering on behalf of the Kasturba Trust pointed out that originally the Trust had a particular programme and that it was at the instance of the Central Social Welfare Board that

they have agreed to cut down the period of training to one year. Besides, they had already included a few extra courses on the suggestion of the Central Social Welfare Board. She said, therefore, it would not be possible to teach the gramsevikas all that the Chairmen of the State Boards desired, unless the period of training was extended to two years. So far as the problem of discipline was concerned she asserted that discipline was a part of the ideology of the Kasturba Trust and that they were not willing to relax the disciplinary standards on any grounds. She admitted that staff at the training centres was inadequate but added that it was difficult to get suitably qualified persons who conformed to the ideology of Kasturba Trust Centres for teaching in the training centres. She sought the help of State Boards in recruiting suitable instructors. She also pointed out that it was not possible to turn out any better standards of gramsevikas because the trainees recruited by the State Boards were of very poor standards. Smt. Sarladevi Sarabhai, a member of the Kasturba Trust Nidhi in Gujerat, told the meeting that in Koba Training Centre there was already a system of village contact and village work as part of training programmes, Smt. Maniben Patel, until recently a member of the Central Social Welfare Board, and one of the trustees of the Kasturba Gandhi National Memorial Trust, answering points raised by the State Boards, said that unless the period of training was restored to two years, it would not be possible to raise the standard of training. She was very keen on maintaining the standards of discipline.

At this stage, the Chairman of the Central Social Welfare Board informed the meeting that the Central Social Welfare Board had already taken up the question of training instructors for the Kasturba Trust, so as to make up for the deficiency of staff in the existing centres and also for the new centres which they will be asked to open in order to keep pace with the larger number of gramsevikas required here. She also added that the proposal of introducing a short-time training course for the experienced and better qualified gramsevikas was also under consideration.

Training of Dais and Midwives :

Dr. Mrs. S. Bhatia, Officer on Maternity and Child Health in the Directorate General of Health Services, spoke to the Chairmen on the extensive programme of Dais training that the Ministry had in view. She said that it would be helpful if the Project Implementing Committees and the State Boards co-operate in recruiting suitable persons from amongst the indigenous practitioners for this short six months training programme, and absorb the best of them and the younger of them for employing in the Welfare Extension Projects.

Miss Adranwala, Chief Nursing Superintendent of the Ministry of Health assured that the midwives training programme would be continued in the same institutions to which the Central Social Welfare Board had given assistance for training their midwives and also invited the co-operation of the Central Social Welfare Board in recruitment of suitable persons. These observations arose from the fact that hereafter the Central Social Welfare Board would not require any midwives but would depend upon the midwives to be provided in the Community Development Blocks under their scheme. Smt. Dhanvanthi Rama Rau stressed the necessity to ensure co-ordination of all medical oriented training programmes to avoid duplication. She also emphasised the need for incorporating a course of family planning in these courses.

New decisions regarding conditions of matching contribution and other matters relating to grants-in-aid.

Smt. Dhanwanthi Rama Rau and Chairman, Central Social Welfare Board then explained the new decisions taken by the Central Social Welfare Board at its last meeting in March, 1957, regarding the conditions of matching contribution and other matters relating to grant-in-aid to voluntary welfare institutions. A note on these decisions was also circulated at the meeting of the Board.

Shri S. K. Dey Speaks :

The proceedings of the last day's meeting commenced with a talk by Shri S. K. Dey, Union Minister of Community Development. Going into the genesis of this co-ordination, he said that it was not merely an additional responsibility on the Board, but also opening a new Chapter in the planned development of the country. He disclosed that when they found that the Community Development scheme had altogether ignored a whole community of women in the execution of their programmes, they were thinking of building up a women's section in the administration. But they soon realised that when there was a non-official body already set up in the Central Social Welfare Board, it would be unwise to set up a parallel machinery and he was sure that even if it was set up, it would not have succeeded because it would have lacked vitality which only the non-official voluntary social workers can bring to bear on their work. He was, therefore, happy that this co-operation between the Community Development Blocks and Welfare Extension Projects Schemes could be promoted and he was convinced that given the tolerance and understanding on the part of the women workers and co-operation and guidance from the officials, the scheme was destined to succeed. Mrs. Achamma J. Matthai thanked the Minister of Community Development on behalf of the Central Social Welfare

Board and assured him all tolerance and understanding on behalf of women workers who she said had learned a great deal of administration since they started working in the Board's schemes.

Review of After-care Programmes :

Reviewing the after-care programme, Chairman, Central Social Welfare Board, explained how it was difficult to get these schemes through in view of the fact that each was a composite scheme which required the co-operation of several Ministries of the Centre and of the State Governments. Added to that were the difficulties, encountered in an election year. Despite these difficulties, due to the co-operation of the Central and State Governments and co-operation between the State Governments and the State Boards, it was possible to have 17 after-care institutions and 33 district shelters sanctioned during the last financial year. She called upon Shri Nanjappa, Development Officer of the Ministry of Commerce and Industry to tell the Chairmen of the State Boards as to what facilities the Ministry of Commerce and Industry would make available so that the State Boards can have their production units started at an early date.

Sri Nanjappa gave an idea of the services available for such technical assistance and promised to give prompt and effective technical guidance, as and when required. He also distributed a set of model schemes to the Chairmen of the State Boards. While on the subject of production units, the chairman pointed out that in her recent experience she had found it very necessary to provide opportunities for gainful employment to various categories of needy persons who were residing in voluntary welfare institutions. She said that she would explore the possibilities of attaching smaller production units to these institutions. In her opinion we have to replace charity with a wage as the surest measure of permanent rehabilitation.

During the meeting Smt. L. Mazimdar, acting Chairman of the National Women's Small Savings Advisory Committee, spoke to the Chairmen of State Boards on the role of women's saving campaign in the national plan and invited the co-operation of Central and State Boards in reaching the largest number of rural women and in making the scheme a success. Mrs. Welthy Fischer of the Literacy House, Lucknow, gave a demonstration of the various modern methods of making adults literate.

In conclusion, Chairman, Central Social Welfare Board, appealed to the Chairmen and members of the State Boards to take up the challenge of the task put before them and make all out efforts to accomplish it as best as they can. The proceedings came to a close with a hearty vote of thanks by Smt. Rama Rau to all the participants and other special invitees. She paid high tributes to the Chairman, Central Social Welfare Board for her dedication.

Three-year Schematic Budget excluding local contribution for a welfare extension project (Community Development)

	No. of Posts	1 year	3 years
I. Pay and allowances.			
(a) *Centres*			
(1) Gram Sevika	10	..	..
(2) Dais	5	..	..
(3) Craft instructors	2	..	..
(4) Balwadi teacher part-time Honorarium	8	..	..
	25	19,440	58,320
(b) *Project Supervisory Staff*			
(1) Mukhya Sevika	1	..	..
(2) Social Education Organiser	1	..	..
	2	4,500	13,500
(c) *Project Implementing Committee Office Staff*			
(1) Accountant	1	..	..
(2) Clerk	1	..	..
(3) Peon	1	..	..
(4) Driver	1	..	..
	4	4,260	12,780
TOTAL PAY AND ALLOWANCE		28,200	84,600
II. Other Recurring Expenses.			
(a) *Centres.*			
(1) For first aid @ 5/- per month for 5 centres	60	300	900
(2) Craft materials @ 35/- for 2 centres	420	840	2,520
(3) Balwadi and recreation centre @ 25/- per month for 10 centres	300	3,000	9,000
(4) Social Education @ 10/- per month for 10 centres	120	1,200	3,600
(5) Contingencies @ 5/- per month for 20 centres	60	1,200	3,600
(6) Rental for centres @ 5/- p.m. for 10 centres	60	600	1,800
	1,020	7,140	21,420

	No. of Posts	1 year	3 years
II. Other Recurring Expenses.—contd.		Rs.	Rs.
(b) *Project Implementing Committee Office*			
(1) Contingent allowance to Chairman	..	800	2,400
(2) T.A. and D.A. . . .	..	800	2,400
(3) Petrol, oil, etc., and maintenance of jeep @ 200/-.	..	2,400	7,200
(4) Contingencies @ 50/- per month .	..	600	1,800
(5) Rental for Project Implementing Committee Office @ 20/- . .	..	240	720
	..	4,840	14,520
TOTAL	..	1,1980	35,940
III. Non-recurring expenses.	Rs.		Rs.
(i) Project Implementing Committee Office	..	..	1,000
(ii) Expenses :			
(a) First Aid Kitsets . . .	300	..	
(b) Craft equipment . . .	4,000	..	
(c) Social Education equipment .	3,000	..	
(d) Creches and Balwadi equipment .	4,000	..	11,300
	11,300		12,300
Total three year Budget	Rs.		
(a) Total pay and allowances . .	84,600		
(b) Other recurring expenses . .	35,940		
(c) Non-recurring equipment . .	12,300		
	1,32,840		

Explanatory Note

As decided at the meeting of the Chairmen of the State Social Welfare Advisory Boards held from 10th to 12th April, 1957, budgets for Welfare Extension Projects (both of the existing pattern as also the pattern of the co-ordinated type) have to be revised. The revised basis excludes the portion which was previously required to be raised by way of local contributions. The revised budgets thus consist only of the shares of the Central Social Welfare Board and the State Government in the case of the existing pattern of Welfare Extension Projects,

and the additional contribution from the Community Development budget, in the case of the other. These represent the budget provision for a minimum basic programme. It will be noticed that this is really inadequate considering the full sized programme. The deficiency has, therefore, to be met by local contributions. In other words, the element of voluntary effort has not been given up, but only it will no longer be a pre-requisite for securing the Central Social Welfare Board's contribution; and secondly, the local contributions will not be a part of the budget, but an addition to it. The budget as now revised are only schematic budgets.

In the manner of presentation a change has been introduced. The schematic budget only shows an approximate provision on all recurring items other than pay and allowances (where totals have been shown) and also for non-recurring items. The number and nature of post which are unalterable have been indicated. For these, an approximate total figure has been indicated, but the actual requirement will depend on the State Government's scales of pay and allowances.

2. The total budget provision for three years for a Welfare Extension Project (Community Development) is Rs. 1,32,840, out of which a sum of Rs. 84,630 would be for the pay and allowances, and the balance for other recurring and non-recurring expenses in the Project and centres. State Boards are required to frame the budget in such a way that the ceiling of Rs. 1,32,840 is not exceeded. They are to adhere the staff pattern given in the budget and the pay and allowances to be paid to the staff will be in accordance with State Government scales prevalent in the Community Development Blocks. The pay and allowances for the Social Education Organiser and two Gram Sevikas for which provision is included in this budget, will be paid by the Block Development Officer concerned. All other payments will be made by the Project Implementing Committee. Since the total ceiling could not be increased, the State Board should see, while framing the budget, that provision for supplies to centres and non-recurring items of expenditure are not reduced to such an extent that the activities at the centres are hampered or reduced disproportionately. Hence, the State Board should ensure that at least some funds for non-recurring items and supplies are raised by way of local contributions. The Central Social Welfare Board is merely giving an outline of the provision for various non-recurring items and supplies to the centres, but, within the total amount, State Boards may vary the provision for these for each activity according to actual requirements in each project.

3. Of the total provision in the budget for a Welfare Extension Project (Community Development), the non-recurring provision of Rs. 11,300 may be phased according to actual requirements during the period of three years. Regarding the provisions for recurring items,

excluding supplies at the centres, *i.e.* (Items II(a) 1 to 4), the provision for one year will be one third of the total provision, and the Project Implementing Committee will not be allowed to carry forward the provision on this account to the next financial year. As regards the provision for supplies to centres mentioned at item II(a) 1 to 4, the Project Implementing Committee will be allowed to phase it in accordance with actual requirements during the course of the three year period. For an existing Welfare Extension Project, the above basis will be applied, except that for all the recurring items the provisions made cannot be carried forward to the next financial year.

4. It may also be stated that out of the total provision approved in the non-matching budget for a Welfare Extension Project (Community Development), the Central Board's share will be calculated as shown in the imaginary illustration given below :—

Suppose the total approved budget for a Project for one year is Rs. 43,500. Out of this, a sum of Rs. 3,500 would have been paid direct by the Block Development Officer as the pay and allowances of a Social Education Organiser and two Gram Sevikas. If the actual expenditure was the same as the budget provision, this will thus show only Rs. 40,000. This sum is divided as below:—

		Rs.
Ministry of Community Development	One third of Rs. 40,000	13,000
Central Social Welfare Board	Two third of the balance.	18,000
State Government	One third of the balance	9,000
		40,000

The share of each of these authorities would thus be in the proportion of 13 : 18 : 9.

Where actual expenditure in a year falls short of this, it will be divided in the same proportion.

These accounts should, of course, exclude any expenditure met from local contributions.

5. As regards the allocation of the share of expenditure on an existing Welfare Extension Project, the Central Board's share will be calculated on the basis of two-thirds of the total expenditure within the approved budget and one-third met by the State Government. This does not mean any increase in the amounts of contribution now being made by the Central Board and the State Government.

6. From the non-matching schematic budget for a Welfare Extension Project (Community Development), it will be observed that a provision of Rs. 5 per cent per month has been made for the office rent. It may not be adequate in many places. If more provision is made on this account, it would mean cutting down on the provision for supplies which are already very inadequate. Thus the alternative remains with the P.I.C. to raise this provision from the local people, or to obtain rent-free accommodation.

7. We propose that a fixed halting allowance per month may be paid to Mukhya Sevika, Social Education Organiser, and the Driver since their work will involve covering a wider area. If this is to be adopted it will be necessary to fix the same rate of halting allowance for the Mukhya Sevika and Social Education Organiser in consultation with the Block Development Officer. A slightly lower rate of halting allowance may be allowed to the Driver. Their T. A. will, however, be regulated according to the usual State Government rules. This is being suggested because this method may be cheaper and satisfactory to the staff concerned. No change will be necessary on this account in the budget provision.

8. Now that the matching contributions are excluded from these budgets, credit has not been taken for the token value of the honorary service of the Project Implementing Committee.

Letter No. 1(15)/57-PC, dated 28th June, 1957, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments and Union Territories.

Subject.—*Community Development and N.E.S. Programme in the second Five Year Plan period—Extension of the period of operation of the Projects and Blocks of* 1952-53 *and* 1953-54 *series.*

Will you please refer to sub-paras (6) & (7) of paragraph 4 of this Ministry's letter No. CPA/13(18)/56, dated 10th July, 1956 (pink pamphlet)? Although the scheduled period of operation of the Community Projects and Blocks of 1952-53 and 1953-54 series expired on 30th September, 1956, State Governments were permitted to utilise the available savings in the blocks upto 31st March, 1957. Besides, an additional grant-in-aid of Rs. 30,000/- per annum per block for a period of 3 years was also allowed to them for "Local Works" and "Social Education" in order to assist in keeping up the tempo of development during the post-intensive phase under "Local Works" and "Social Education".

2. Subsequently, it transpired that the entire budget provision in respect of a number of projects and blocks referred to above, was not fully utilised even upto 31st March, 1957, and a further extension of

the period of operation varying from 3 to 12 months to enable utilisation of the unspent amount, was allowed on receipt of requests from the State Governments in respect of particular Blocks. While granting the extension, one of the conditions imposed was that the special grant of Rs. 30,000 for the post-intensive phase would be allowed only *after* the expiry of the *extended* period of operation in the projects and blocks concerned. This was made because it was felt that unspent funds were available and the additional grant would not be needed.

3. At the recent meeting of the State Development Commissioners held in Delhi on 5th June, 1957, it was, however, pointed out by some States' representatives that the unspent balances mainly consisted of 'loan' provision, and were required for completion of works already taken up under the approved programme and that the special grant of Rs. 30,000 (which is all non-loan) should not be denied to such blocks for maintenance of the tempo of development. The matter has, therefore, been reconsidered and it has been decided to allow the special grant of Rs. 30,000 during the extended period of the projects and blocks under reference *provided* the amount of unspent balance available under the "Non-Loan" head is less than Rs. 30,000. In case the available amount is more than Rs. 30,000, the special assistance would not be provided. For this purpose, the State Governments should, while asking for extension of operational period, furnish full details of the unspent provisions available both under "Non-Loan" and "Loan" heads in respect of the various items of the block budget. Cases, in respect of which extensions have already been allowed, could also be reviewed in the light of above decisions on receipt of full details from State Governments.

LETTER No. 1(4)/Bd/57, DATED 13TH JULY, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Main Recommendations and Conclusions of the Sixth Development Commissioners' Conference held at Mussoorie in April,* 1957—*Item V (ii).*

Please refer to this Ministry's letter No. 16(5)/57-PP, dated 17th May, 1957, forwarding a copy of the 'Main Recommendations and Conclusions' of the Sixth Development Commissioners' Conference held at Mussoorie in April, 1957. Recommendations made *inter alia* by the Conference in regard to Item V(ii) is reproduced below :—

(ii) *Non-diversion of funds from block budgets.*—"The Conference agreed that the existing practice of financing either in part or in full the cost of the Supervisory Staff at the State/District or Sub-Division Headquarters, from the block budgets, wherever it exists, is open to objection and should be stopped, unless

it was done out of the savings, from the block budget after providing for full complement of staff in the blocks as laid down in the schematic budgets."

2. The aforesaid recommendation has also been reiterated in the meeting of the State Development Commissioners' Conference held in New Delhi on 5th June, 1957, a "Summary Record" of which was forwarded to you *vide* this Ministry's letter No. 21(6)/57-PC, dated June 11, 1957.

3. It is requested that necessary action may kindly be taken by the State Governments to implement the above recommendation under intimation to this Ministry.

LETTER No. 1(8)/BD/57, DATED THE 26TH SEPTEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development and N.E.S. Programme—Subsidy for all schemes relating to the development of agriculture.*

SIR,

Under the existing arrangements, a subsidy amounting to 25% of the loan expenditure incurred from the N.E.S. and C. D. Block budgets on private minor irrigation schemes, is admissible on the same terms and conditions as are applicable to the G.M.F. The principle of subsidy was introduced in order to bring about uniformity in the pattern of Central financial assistance for private minor irrigation schemes taken up under the two programmes. In view of the highest priority accorded to the development of agriculture in the Second Five Year Plan, the matter has been carefully reviewed and it has been decided that Central financial assistance to the States under the C.D. & N.E.S. Programme for all schemes relating to the development of agriculture (including animal husbandry, irrigation, reclamation, soil conservation, and fisheries etc.) will henceforward be allowed on the same terms and conditions as are applied to the G.M.F. and other similar schemes sponsored by the Ministry of Food & Agriculture. This is subject to the condition that the total 'Other than loan' expenditure as also the overall Central share of expenditure in respect of each N.E.S. & C.D. Block will not be allowed to exceed the overall ceilings laid down in the schematic budgets. It has also been decided that the existing decentralised procedure regarding approval of schemes under the C. D. and N. E. S. Programme will be continued *i.e.* individual schemes drawn up by the State Governments will not be referred to this Ministry for examination and approval.

2. The procedure for payment of Central share of the subsidy on minor irrigation schemes, as indicated in this Ministry's letter No. CPA-600/54-(Bud) dated 22-3-56 & No. CPA-1/1/Bd/56 dated the 5th October, 1956, will also apply *mutatis mutandis* to the subsidies for other schemes now allowed.

The receipt of this letter may kindly be acknowledged.

Yours faithfully,

S. S. SHIVAPURI,

Under Secretary to the Government of India.

1. Copy with 30 spare copies forwarded to the Ministry of Finance M.F. Branch for information and communication to audit.

2. Copy also forwarded to the Ministry of Food & Agriculture for information.

S. S. SHIVAPURI,

Under Secretary to the Government of India.

LETTER No. 1(13)/BD/57, DATED 14TH OCTOBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION ADMINISTRATIONS.

SUBJECT.—*Cottage and Village Industries—Provision of Rs.* 10,000/- *at the N.E.S. stage—Communicated.*

The Sixth Development Commissioners' Conference held at Mussoorie in April, 1957 felt that allotment of some funds for the programme of cottage and small scale industries was necessary at the N.E.S. stage of development and recommended that a provision of Rs. 10,000/- be made in N.E.S. block budget for the purpose, *vide* item II(e) (2) of the Main Recommendations and Conclusions. The matter has been carefully considered and it has been decided that an additional provision upto Rs. 10,000/- could be made on an *ad hoc* basis in each N.E.S. block budget, over and above the schematic ceiling of Rs. 4 lakhs, with the prior sanction of this Ministry, subject to the following conditions:

(i) that a trained Extension Officer for industries is posted exclusively in the block/blocks concerned as envisaged in the schematic budget of N.E.S. (*vide* p. 16 Pink Pamphlet) ;

(ii) that there is scope for a definite programme of work for cottage and village industries to be implemented on the provision of additional funds;

(iii) that the programme of work and individual schemes drawn up by the State Governments will be examined and approved by the Ministry of Community Development, before sanctioning additional funds ; and

(iv) that the additional amount hereby authorised will, on conversion of the block for intensive development, be adjusted from within the 'other than loan' provision of Rs. 50,000/- available under the head 'Rural Arts, Crafts & Industries' in the schematic budget of a Community Development block.

It is, therefore, requested that cases of individual N.E.S. blocks, for which additional funds for cottage and village industries are required, may now be examined and concrete proposals giving requisite information as indicated above, including the names of the blocks concerned, may please be submitted to this Ministry for further necessary action.

The receipt of this letter may kindly be acknowledged.

LETTER No. 1(9)/BD/57, DATED 25TH OCTOBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT UNION TERRITORIES).

SUBJECT.—*Community Development and National Extension Service Programme—Approved Programme & Budget Estimates—Relaxation in Central scrutiny.*

Under the existing procedure, State Governments are required to forward to this Ministry copies of their approved three-year programme and budget estimates in respect of each of the Community Development and National Extension Service Blocks, as also of subsequent modifications thereto, for examination and comments, if any. The object was to ensure that the programme budgets comprised of only admissible items and expenditure correctly classified under 'Loan', & Other than loan' categories. The programme has now been in operation for over five years and techniques and procedures are well understood. Accordingly, it has been decided that copies of the approved block budgets for the three-year period should continue to be received in this Ministry for information and 'test' check of the budgets of a few blocks on respect of each allotment series. Copies of subsequent modifications or alterations in the budgets carried out by the State Governments need not in future be endorsed to this Ministry.

In this connection attention is also invited to this Ministry's letter No. 49(1)/Bd/57 dated the 6th September, 1957, according to which the three-year budget estimates of the blocks are to be concurred in by their respective Block Advisory Committees.

The receipt of this letter may please be acknowledged.

Letter No. 1(16)/Bd/57, dated the 8th November 1957, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments (including Union Territories).

Subject.—*Schemes for the setting up of Administrative Intelligence Units in the C. P. & N. E. S. areas—Grants-in-aid to the State Governments.*

Sir,

Will you please refer to the D.O. letter No. CPA/51/55-PPB dated 7th September, 1955 from Shri U. L. Goswami on the above subject, wherein the State Governments were allowed to incur expenditure from the Projects and Block Budgets under the head 'State & Project Headquarters', on the Administrative Intelligence Staff appointed at the State Headquarters for work relating to the C. D. & N. E. S. Programme, till such time as special financial assistance for the purpose was provided from the Central Government.

2. The Cabinet Secretariat have since agreed to provide financial assistance to State Governments on a matching basis for expenditure on the Statistical Staff to be employed at State Statistical Bureaus for work relating to the C. D. & N. E. S. Programme *vide* their letter No. 25/10/57-Estt. dated the 20th May, 1957, addressed to all State Governments, a copy of which was forwarded with this Ministry's letter No. 37/56-PP dated 12th June, 1957. It is presumed that the State Governments have availed of this assistance and set up Administrative Intelligence Units. This may please be confirmed. The practice of financing the cost of such staff from C. D. & N. E. S. Blocks budgets, wherever it exists, should be discontinued immediately, if not already done, and the position may please be intimated to this Ministry at an early date.

Yours faithfully,

S. S. SHIVAPURI,

Under Secretary to the Government of India.

Copy forwarded to the Secretary, Cabinet Secretariat, Rashtrapati Bhavan, New Delhi.

Copy to P. P. Branch.

S. S. SHIVAPURI,

Under Secretary to the Government of India.

LETTER NO. 14(13)/58-PRG., I, DATED THE 14TH JAN. 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS & EX-OFFICIO ADDITIONAL SECRETARY, GOVERNMENT OF UTTAR PRADESH, LUCKNOW.

SUBJECT.—*Enhanced Monetary Allocation for some N.E.S. Blocks on Account of their larger population coverage.*

Please refer to your letter No. 201/Msc/NES-86/Msc/NES/56, dated the 18th June, 1957 on the above subject.

The proposal of the State Government to treat each of the noted below N. E. S. Blocks of 1956-57 series as equivalent to 1½ blocks each for purposes of monetary allotment is hereby approved as a special case subject to the following conditions :—

(i) Taking the N.E.S. Blocks for the State as a whole, the average population figure will not fall short of 66,000 persons per block.

(ii) The total number of blocks to which the State has been delimited into at the rate of 66,000 persons per block will not increase.

1. Nazibabad.
2. Domariaganj.
3. Balrampur.
4. Shahganj.
5. Sissendi.
6. Padrauna.

LETTER NO. 1(1)/BD/58, DATED THE 5TH MAY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT KRISHI BHAVAN NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES GOVERNMENTS AND UNION TERRITORIES (EXCEPT N.E.F.A. AND NAGA HILLS—TUENSANG AREA).

SUBJECT.—*Revision in the Programme of Community Development.*

Will you please refer to this Ministry's letter No. 1(1)/Bd/58, dated 3rd February, 1958, on this subject? The revised programme of Community Development has been approved by National Development Council at its meeting held on 4-5-1958. A copy of the revised programme together with relevant Annexures is forwarded herewith.

2. The new arrangements take effect from 1st April, 1958. Accordingly, blocks of the following categories will be treated as Stage I blocks :—

(i) blocks allotted *vide* this Ministry's letter No. 157/54/PRG. I. dated the 1st March, 1958;

(ii) NES blocks which were converted into CD blocks on the 1st April 1958, *vide* this Ministry's letter No. 15/58/PRG-I, dated 1st April, 1958; and

(iii) all blocks which were still in the NES stage on the 1st April, 1958.

All these blocks will be treated as stage I blocks with effect from the date of inauguration, with a ceiling of expenditure of Rs. 12 lakhs for the five year period.

3. As regards blocks which were C.D. blocks before the 1st April, 1958, they remain C.D. blocks under the existing budgetary pattern and are to complete their term of three years.

4. In pursuance of paragraph 11 of the approved programme, 150 blocks indicated in column 5 of Statement II to Annexure I will have a one year period of pre-extension activity in the field of Agriculture.

5. As regards post intensive blocks they should be treated as in Stage II and be allotted Rs. 1 lakh per year for the rest of the Second Plan.

MINISTRY OF COMMUNITY DEVELOPMENT

Note indicating the decision of the Government of India on section 3 of volume I of the report of the study team for Community Development and National extension service appointed by the Committee on Plan Projects.

SECTION 3—*Methods of work : Programme Planning.*

Recommendations—Serial No. 36-39, *Paragraphs* 3.7—3.12 *of the Report*:

These recommendations relate to the abolition of the distinction between the N. E. S. stage, the Intensive Development Stage and the Post-Intensive Development Stage, and involve questions of policy.

2. The basic principle of the Community Development Programme is enunciated by the Planning Commission in the First Five Year Plan as follows :—

> "Community Development is the method and rural extension the agency through which the Five Year Plan seeks to initiate a process of transformation of the social and economic life of the villages."

In order to evolve a programme to give effect to this principle three distinguishable aspects should be recognised :—

(1) Introduction of the National Extension Service as the permanent *agency* in the rural areas, with the Block as the unit for planning and development.

(2) Promotion of Community Development as the method for—

(i) achieving unity of thinking and action between all development agencies of Government, and between the official agency, the people's agency and the people;

(ii) transformation in the social and economic outlook of the people chiefly through village organisations *e.g.* Panchayats, Co-operatives, Youth Clubs, Mahila Mandals etc.

(iii) intensive area development based on a multipurpose approach.

(3) A programme that consolidates and re-inforces the 'agency' and the 'method', and seeks to promote all aspects of rural life, such as will become the normal pattern of the welfare State in action.

3. If these three aspects are recognised, there is no need for any rigid distinction between the N. E. S., Intensive and Post-Intensive Stages. An essential feature of the revised arrangement would be that at the post-intensive stage, development departments should be required to make increased block-wise allotment of funds in their charge, in order not only to maintain the tempo of progress but also to achieve progressively increased development in the areas. In regard to subjects which do not specifically fall within the charge of any single department, adequate funds should separately be made available.

4. In the Third Five Year Plan, it would be necessary to secure that, for all blocks, including the post-intensive blocks necessary funds will be provided by pooled blockwise allotments from departmental allocations and other sources. In short, the Third Five Year Plan should actually be built from block plans.

5. The Team has suggested that during the First Stage, the financial provision for a block should be Rs. 15 lakhs for a period of six years, and that during the Second Stage it should be Rs. 5.6 lakhs, again for a period of six years. This has been carefully considered and the Government of India feel that these stages should each be of *five* years' duration, in order to maintain the urgency and dynamism of the programme. Where, however, in specific cases, extension of the period of operation of Stage I is necessary, this should be freely given up to one more year.

6. As regards financial allotment, having regard to past experience of the rate of expenditure, it is felt that a provision should be made of Rs. 12 lakhs for a five-year period in the First Stage, and Rs. 5 lakhs for the five-year period in the Second Stage.

7. The following objectives should be kept in view while formulating the programme and budget estimates for each block :

(i) In every block, from the very beginning, the block organisation and village organisation should be regarded as basic units for formulating and carrying out different programmes.

(ii) The foundations for the block development programme are the Village Panchayat, the Village Co-operative, and the Village School as well as a Statutory Body at the Block or District level to which full responsibility for planning and implementing the programme should be transferred. The aim should be to ensure that these institutions are established in the course of two or three years, and begin to function well before the end of the First Stage.

(iii) The programmes and activities of agencies included in the schematic budget, as well as of departmental agencies which may not form part of the schematic budget, should be fully integrated into the block development plan. No development activity for which any official agency is responsible, should fall outside the block plan.

(iv) As far as possible, those provisions should be included in the schematic budget, which are intended to attract local community participation in labour, money and other ways. Provisions other than these should, in principle, form part of developmental budgets to be used, according to the approved scheme of development in the blocks.

8. Two stages in the programme, namely, Stage I and Stage II, have been proposed, and are distinguishable. Stage I is the intensive development phase in which people's participation would be promoted as the method of Community Development, and Panchayats intimately connected with the formulation of plans for their respective areas. The degree of success attained in the First Stage will be the evidence of the growth and functioning of self-reliant rural communities, which is the basic objective of the programme. Accordingly, Stage II, which is the Post-Intensive phase, has been designed to intensify the operation of the method of Community Development in its fuller amplitude, and the comparatively small schematic budget purports to make provision only for such items in which the emphasis is more on Community Development rather than on development programmes as such. It would follow from this pattern for Stage II that the programme in the blocks in Stage II should from the very beginning be entrusted to Statutory Bodies at the block or district level.

9. As regards re-phasing of the expansion programme, it may be mentioned that even in the existing approved programme, 1,000 N.E.S. Blocks really take effect from October, 1960, only six months before the

commencement of the Third Five Year Plan period. The Government of India are not wedded to any rigid idea that they must, at all costs (efficiency or no efficiency), cover the country during the Second Plan period, and have decided that complete coverage of the country by National Extension Service should be aimed to be achieved by October, 1963. This date, it will be recalled, will be ten years from the introduction of the country-wide N.E.S. Programme in October, 1953. In fact, this was the recommendation of the Grow More Food Enquiry Committee in 1952. Future allotment will be adjusted accordingly, within the overall ceiling of Rs. 200 crores for the Second Plan. An indication of future phasing, and financial implications is given in the attached statements (Annexure I). Annual plans will have to be worked out accordingly. The expenditure on the programme during 1958-59 should be adjusted within the allocations already approved by the Planning Commission for the year.

10. Schematic budgets for a Development Block during the First and Second Stages, together with a note indicating the salient features, thereof, are also attached (Annexure II).

11. *Pre-extension period for each block*—It has been decided that in view of the renewed emphasis on agricultural production, each block allottable from April, 1959, should have had a one-year period of pre-extension activity exclusively in the field of agriculture. Provision should be made for this purpose for one Block Development Officer, one Agricultural Extension Officer, and five fully-trained Gram Sevaks for each such block. This staff would be absorbed later in the staffing pattern for the block when it enters the First Stage. The estimated expenditure on this account is indicated in Annexure IV.

12. Some State Governments have stressed two points, arising out of staggering the programme. One is the public disappointment that is likely to be caused by the reduction of coverage in the Second Plan period. The second relates to the practical difficulty of a large number of Gram Sevaks who might be turned out from the training centres in 1958 and 1959, and be left unprovided on account of the reduced number of blocks.

As regards the first, the observations of the COPP'S Study Team (reproduced below) are important and conclusive—

"3.12. We realise that all these recommendations will eat into the total provision for community development in the Second Five Year Plan and we, therefore, recommend that the decision that the entire country should be covered with intensive development blocks, N.E.S. Blocks or Post-intensive blocks within the Second Five Year Plan period, should be revised. It has been pointed out to us by many of the States that this is also necessary because of shortage of

technical staff. We have noticed, too, that the supervisory staff is not in a position to exercise close supervision even over the existing blocks; such supervision is essential, especially in the earlier stages. For all these reasons, the attempt to cover the entire country with these development blocks within the plan period is unwise. We recommend that the period should be extended by at least three years. This will no doubt create a certain amount of disappointment in some areas but we have to bear in mind that community development is not achieved by a mere increase of the number of blocks; the increased number should be accompanied by effective work, and this is conditioned by various factors which have to be explained to the people."

As regards the second difficulty, State Governments may like to consider a solution on the following lines :—

(a) As it has been decided to allow a pre-extension period of one year for each block, State Governments could take up the blocks allottable in 1959 one year earlier than their due dates for pre-extension work with a reduced staffing pattern. This will absorb a good number of Gram Sevaks.

(b) In most States there are a number of untrained or semi-trained Gram Sevaks. It is suggested that they should be sent to the Training Centres for completing their full training and replaced, in the meantime, by fully trained Gram Sevaks.

(c) The existing blocks many of which are reported to continue under-staffed, may be fully manned. This should also take care of a substantial number of VLWs.

(d) The undesirable VLWs. in the existing blocks may be replaced by freshly-trained personnel, which is an action, perhaps, long overdue in many States.

Annexures

Annexure I.—Comprising the following statements :—

(i) Statement I, indicating the phasing of the programme.

(ii) Statement II, indicating phasing State-wise.

(iii) Statement III, showing the estimated expenditure on the Community Development and NES Programme during the Second Five Year Plan. This is a summary statement.

(iv) Statement IV, indicating estimated expenditure on Community Development and NES Blocks and Blocks in Stage I, during the Second Five Year Plan period.

(v) Statement V, indicating the basis of calculating the estimated expenditure shown in column 3 of Statement IV.

(vi) Statement VI, indicating estimated expenditure on Post-Intensive Blocks *i.e.* Blocks in Stage II @ Rs. 5 lakhs for 5 years on a *pro rata* basis.

Annexure II.—Schematic Budgets for a Development Block during the First & Second Stages, together with a note indicating the salient features thereof.

Annexure III.—Comparative statement, indicating the overall ceiling of expenditure on the CD & NES Programme for each State during the Second Plan period, as had been recommended by the Ministry of Community Development to the Planning Commission earlier on the basis of the originally approved programme in the Pink Pamphlet, and the estimated expenditure on account of the revised programme as ascertained from State Governments.

Annexure IV.—Schematic Budget for the Pre-extension period.

**Annexure V.*—Summary of replies received from the State Governments.

**Annexure VI.*—Broad-sheet indicating the points made by State Governments on the schematic budgets, together with the remarks of the Ministry of Community Development thereon.

ANNEXURE I

The Revised Programme in the Second Five Year Plan—Financial Implications.

The overall financial implications of the revised programme are given in the attached statements. Some of the salient features in the calculations involved are as follows :—

(1) 2,154 Blocks have been allotted so far. It is proposed to allot another 900 Blocks during the period of the Second Five Year Plan. The balance of 1,900 Blocks will be allotted by October, 1963, when the whole country will be covered. The suggested phasing of the annual Programme is indicated in Statement I.

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*Annexure V & VI not printed.

(2) For the existing N.E.S. Blocks, as well as for the Blocks that will be allotted in future, a provision of Rs. 12 lakhs per block for a five-year period, has been assumed during the First Stage. During the Second Stage, a provision of Rs. 5 lakhs per Block for a five-year period has been assumed.

(3) In the light of past experience, realistic rates of expenditure incurred in relation to *pro rata* targets (*vide* statement V) have been assumed in the calculations.

(4) No alteration has been made in the schematic budgets in respect of the existing Community Development Blocks. After their prescribed period of operation of three years (or more, if this period is extended in particular cases), from the date of their conversion from N.E.S. Blocks to C.D. Blocks, they will become Post-Intensive Blocks (Stage II).

Enclosure to Annexure I

Statement I

Future Phasing of the Programme

April, 1958	200	
October, 1958	..	
April, 1959	150	
October, 1959	150	
April, 1960	200	
October, 1960	200	
April, 1961	250	Third Five Year Plan.
October, 1961	250	
April, 1962	300	
October, 1962	300	
April, 1963	400	
October, 1963	400	
TOTAL	2,800	
No. of Blocks allotted so far	2,154	
GRAND TOTAL	4,954	or 5,000 (rounded).

Comparative effect of the original and revised phasing of the Programme (including the pre-extension period)

Date of commencement	Original phasing	Revised phasing	No. of pre-extension blocks	Total of (3+4) (4)	Difference between total in col. (5) and original phasing in col. (2)
1	2	3	4	5	6
April '58	325	200	150	350	25
October '58 . . .	375	..	150	150	−225
April '59	375	150	200	350	−25
October '59 . . .	450	150	200	350	−100
April '60	450	200	250	450	Nil
October '60 . . .	500	200	250	450	−50
Position as it will be on 31-3-61 *i.e.* end of Second Plan period . . .	2,475	900	500	1,400	−1075

NOTE.—The above statement indicates the additional coverage by blocks, of one form or another, during each successive period of six months commencing from April 1958. The last line indicates the position as it will be on the 31st March, 1961, *i.e.* at the end of the Second Plan Period. The pre-extension blocks under column (4) in this line number only 500, as the earlier ones would have become stage I blocks, so that in terms of area coverage there will be in all 900 *plus* 500 *i.e.* 1,400 blocks on that date. This falls short of the original phasing by 1075 blocks, but the point to be noted is that during each successive period of six months, any disappointment likely to be caused in the public mind on account of staggering would be considerably mitigated by the pre-extension programme.

11—2 C. D. & C./61

Enclosure to Annexure I

MINISTRY OF COMMUNITY DEVELOPMENT

Statement indicating the phasing of Blocks of the First Stage

Statement II
(State-wise)

State	Total No. Blocks required* (tentative)	No. of Blocks already alloted upto end of 1957	Number of Blocks yet to be allotted in											No. of Blocks reserved by way of marginal adjustment in the Third Plan period
			April '58	April '59	Oct. '59	April '60	Oct. '60	April '61	Oct. '61	April '62	Oct. '62	April '63	Oct. '63	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1. Andhra Pradesh .	447	185	18	13	13	18	18	22	22	26	25	35	35	17
2. Assam (including new autonomous unit Naga Hills)!	162	62	6	5	5	6	6	7	7	9	9	12	12	16
3. Bihar	575	252	23	17	17	23	23	29	29	35	35	46	46	..
4. Bombay . . .	649	237	27	21	21	27	27	34	34	41	41	55	55	29
5. Madhya Pradesh . .	416	195	15	11	11	15	15	18	18	22	22	29	29	16
6. Madras	357	133	13	10	10	13	13	16	16	20	20	26	26	41
7. Orissa	307	122	12	9	9	12	12	16	16	18	18	25	25	13

8. Punjab	228	120	7	6	6	7	7	9	9	11	11	15	14	6
9. Uttar Pradesh . . .	899	342	37	28	28	37	37	46	46	56	56	74	74	38
10. West Bengal . . .	341	120	15	11	11	15	15	19	19	22	22	30	30	12
11. Kerala	142	64	5	4	4	5	5	7	7	8	8	10	11	4
12. Mysore	262	116	10	8	8	10	10	12	12	15	15	20	20	6
13. Rajasthan . . .	225	102	8	6	6	8	8	10	10	12	12	17	17	9
14. Jammu & Kashmir . .	52	45	..	..	..	..	1	1	1	1	1	1	1	1
15. Delhi	5	5	..	..	..	..	..	..	..	..	..	..	..	..
16. Himachal Pradesh . .	34	24	1	..	1	1	1	1	1	1	1	1	1	..
17. Manipur	16	6	1	1	1	1	1	1	1	1	1	1	1	..
18. Tripura	15	6	1	..	..	1	1	1	1	1	1	1	1	..
19. N.E.F.A. (including that portion that has gone into the new autonomous unit Naga Hills) . . .	24	14	1	..	..	1	1	1	1	1	1	1	1	1
20. Pondicherry . . .	3	3	..	..	..	..	..	..	..	..	..	..	..	..
21. A. & N. Islands . .	5	1	..	..	..	..	..	..	..	..	1	1	1	1
TOTAL .	5,164	2,154	200	150	150	200	200	250	250	300	300	400	400	210

*These figures are provisional and subject to marginal adjustments. The expectation is that the whole of rural India will be covered by about 5,000 blocks. The actual No. of blocks already allotted plus the No. of blocks yet to be allotted, as indicated in the above statement works out to 4,954 for the whole of the country, though the number as reported by States in col. 2 is 5,164. The actual difference, after final delimitation has been made, will be adjusted in the Third Plan period.

ENCLOSURE TO ANNEXURE I

Statement III

MINISTRY OF COMMUNITY DEVELOPMENT

Estimated expenditure on Community Development and National Extension Service Programme during Second Five Year Plan

SUMMARY STATEMENT

	Expenditure (Rs. crores)
1. Community Development & National extension Service Blocks . . .	191·23 (vide Statement IV)
2. Post-Intensive Blocks . . .	22·75 (vide Statement VI)
3. Central Schemes (existing provision for training schemes & special schemes)	7·50
4. Total expenditure during the Second Plan period (1+2+3) . . .	221·48
5. Less 10% efficiency cut . . .	22·15
6. Net provision required in the Second Five Year Plan.	199·33 or 200 (rounded)

NOTE.—These calculations are provisional, and subject to adjustments but it is estimated that the overall expenditure during the Second Five Year Plan will be within the approved ceiling of Rs. 200 crores.

ENCLOSURE TO ANNEXURE I

Statement IV.

MINISTRY OF COMMUNITY DEVELOPMENT

Statement indicating estimated expenditure during the second five year plan

	No. of Blocks	Period falling during Second Plan	Expenditure (In crores of Rs.)	
	1	2	3	
Blocks taken up in the First Five Year Plan.				
1. 1952-53 & 1953-54 C.D. .	258	1 year	9·54	Figures in col. 3 have been arrived at on the basis indicated in statement V.
2. 1955-56 C.D. . . .	152	2 years	11·37	
3. 1956-57 C.D.	186	3 years	16·74	
(a) April 1956 Blocks .	64	½ year N.E.S.+ 3 years C.D.	6·21	
(b) October 1956 Blocks				

	1	2	3	
4. 1956-57 C.D. . . .				Figures in col. 3 have been arrived at on the basis indicated statement V.
(a) April 1957 Blocks .	57	1 year N.E.S. + 3 years C. D.	4·86	
(b) October, 1957 Blocks .	90	1½ years N.E.S.+ 3 years C. D.	8·28	
5. 1954-55 N.E.S. . .	20	3½ years	1·26	
6. 1955-56 N.E.S. . .	187	4 years	14·36	
Blocks taken up in the Second Five Year Plan.				
7. Multipurpose Blocks .	42	4 years	3·22	
8. 1956-57 N.E.S.				
(a) April, 1956 . .	184	5 years	22·08	
(b) October, 1956 .	311	4½ years	30·23	
9. 1957-58 N.E.S.				
(a) April, 1957 . .	334	4 years	25·65	
(b) October, 1957 . .	265	3½ years	16·70	
10. 1958-59 Blocks Stage I .				
(a) April, 1958 . .	200	3 years	10·08	
11. 1959-60 Blocks Stage I .				
(a) April, 1959 . .	150	2 years	4·32	
(b) October, 1959 . .	150	1½ years	2·97	
12. 1960-61 Blocks Stage I .				
(a) April, 1960 . .	200	1 year	2·40	
(b) October, 1960 . .	200	½ year	0·96	
TOTAL .	3,050		191·23	

NOTE.—The existing assumption that one-fourth of the staff as per NES pattern already exists, and that the 'Committed expenditure' amounting to about Rs. 1 lakh for 3 years for a Block, could be met from sources outside the schematic budget, have been accepted by the COPP Team and taken into account in the above calculations.

ENCLOSURE TO ANNEXURE I

Statement V

Statement indicating the basis of calculating expenditure shown in Column 3 of Statement IV

Item 1.—This indicates the actual expenditure incurred during 1956-57.

Item 2.—90 per cent of the '*pro rata*' expenditure for 2 years on the basis of Rs. 12½ lakhs for 3 years per block.

Item 3.—(a) 90 per cent of the target expenditure on the basis of Rs. 10 lakhs for 3 years per block.

(b) 90 per cent of the target expenditure on the basis of (i) Rs. 10 lakhs for 3 years per CD Block; and (ii) Rs. 3/4 *lakh for 6 months* ('*pro rata*' on basis of Rs. 4½ lakhs for 3 years) for one National Extension Service Block.

Item 4.—(a) 90 per cent of the target expenditure on the basis of (i) Rs. 8 lakhs for 3 years for CD Block, and (ii) Rs. 3/2 lakhs for 1 year ('*pro rata*' on basis of Rs. 4½ lakhs for 3 years) per National Extension Service Block.

(b) 90 per cent of the target expenditure on the basis of (i) Rs. 8 lakhs for 3 years per CD Block and (ii) Rs. 9/4 lakhs for 1½ years ('*pro rata*' on basis of Rs. 4½ lakhs for 3 years) per National Extension Service Block.

Item 7.—80 per cent of the '*pro rata*' target at Rs. 12 lakhs per Multipurpose Block for 5 years.

Item 5, 6 *and* 8 *to* 11.—Calculations are based on a ceiling expenditure of Rs. 12 lakhs for a five year period for a National Extension Service Block and for a Block in Stage I.

Estimated percentage of 'pro rata' *target expenditure expected to be incurred in the Blocks in the First Stage*

Period of operation of the Blocks	Percentage of 'pro rata' target expenditure expected to be incurred
½ year	40
1 year	50
1½ years	55
2 years	60
2½ years	65
3 years	70
3½ years	75
4 years	80
4½ years	90
5 years	100

ENCLOSURE TO ANNEXURE I

Statement VI

Statement indicating estimated expenditure on Post-Intensive Blocks at Rs. 5 lakhs for 5 years on a pro rata basis . . . (Second Stage)

Series	No. of Blocks	Period falling during Second Plan	Expenditure (Rs. crores)
1	2	3	4
1. 1952-53 and 1953-54 . . .	258	4 years	10·32
2. 1955-56 Community Development .	152	3 years	4·56
3. 1956-57 Community Development .			
(a) April, 1956 Blocks . . .	186	2 years	3·72
(b) October, 1956 Blocks . . .	64	1½ years	0·96
4. 1957-58 Community Development			
(a) April, 1957 Blocks . . .	57	1 year	0·57
(b) October, 1957 Blocks . . .	90	½ year	0·45
5. 1954-55 N.E.S.	20	1½ years	0·30
6. 1955-56 N.E.S.	187	1 year	1·87
TOTAL .			22·75

ANNEXURE II

Schematic Budgets for a Development Block during the First and Second Stages

The salient features of these Schematic budgets are as follows:—

(a) *First Stage Budget :*

The period of operation of a Block during the First Stage, and the ceiling for over-all expenditure during that stage are 5 years and Rs. 12 lakhs respectively instead of 6 years and Rs. 15 lakhs respectively as recommended by the COPP Team. The Schematic budget has been

framed generally on the lines of the schematic pattern for a Community Development Block of the Second Plan period with the following modifications :—

(i) As dollar assistance is no longer available, columns 3 & 4 of the original Schematic budget have been deleted.

(ii) In accordance with the decision to provide one Jeep for each Development Block for the use of the Extension Staff, provision for 'Transport' has been reduced from Rs. 45,000 on account of 3 Jeeps to Rs. 15,000.

(iii) The staffing pattern as shown in Annexure V to the COPP Team's Report (Vol. I) has generally been adopted with the following modifications :—

(a) Provision for the following additional staff has been made :—

1 Extension Officer for Panchayats at Rs. 200 p.m.

1 S.E.O. (Woman) at Rs. 200 p.m.

2 Gram Sevikas at Rs. 100 p.m.

1 Jeep driver *plus* maintenance charges of the Jeep at Rs. 300 p.m.

(b) Provision for only 10 Gram Sevaks per block as per existing pattern has been made in the light of the Central Committee's conclusion reproduced below :—

"Section 5—Increase in the number of Gram Sevaks from 10—20 per block.

After discussion, it was agreed that there should be no rigid requirement that every block must have 20 Village Level Workers. The number may have to vary according to requirements and conditions in blocks. State Governments should be requested to examine the administrative and financial aspects of such increase. Planning Minister, Bombay stated that there would not be sufficient work for the number of Village Level Workers proposed by the Team".

(c) The rates of Pay of ministerial staff *viz.*, Accountant-*cum*-Store-Keeper, Senior Clerk, Cashier and Typist have been adjusted to bring them on par with the rates generally in force in the States.

(d) Provision for T.A. and recurring expenditure on contingencies etc. has also been increased from Rs. 600 p.m. as indicated by the COPP Team in the staffing pattern to Rs. 1,000 p.m. due to inclusion of additional staff in the staffing pattern and provision for some conveyance allowance to field workers.

On this basis the total expenditure on staff chargeable to block funds now works out to about Rs. 2.60 lakhs as against Rs. 2 lakhs provided in the existing Rs. 12 lakhs schematic budget of a CD Block, involving additional expenditure of Rs. 60,000. After taking into account the reduction of Rs. 30,000 in the non-loan provision under 'Transport', *vide* (ii) above, the net increase in the provision under the head 'Block Headquarters' comes to Rs. 30,000.

(iv) Provisions under certain programme heads have been revised in the light of past experience. The provision under 'Animal Husbandry and Agricultural Extension' and 'Rural Arts, Crafts and Industries' has been increased by Rs. 40,000 and Rs. 15,000 respectively, in view of the high priority accorded to productive schemes, including increased agricultural production, in the Second Plan.

The increase in the provision under 'Block Headquarters', 'Animal Husbandry & Agricultural Extension' & 'Rural Arts, Crafts & Industries' amounting to Rs. 85,000 referred to in (iii) & (iv) above is proposed to be met by suitable reduction in the provision under certain other heads namely 'Irrigation & Reclamation', 'Education' & 'Communications'. The revised provision under the latter heads thus stands at Rs. 3·40 lakhs, Rs. 60,000 and Rs. 85,000 as shown in the schematic budget against the existing provision of Rs. 4·0 lakhs, Rs. 70,000 and Rs. 1·0 lakh respectively.

(b) *Second Stage Budget :*

The period of operation of a Block during the Second Stage and the ceiling for over-all expenditure during that stage have been taken as 5 years and Rs. 5.00 lakhs respectively, instead of 6 years and Rs. 5.50 lakhs respectively, as recommended by the COPP Team. The draft schematic budget has been framed generally on the basis of the schematic pattern shown in Annexure VI to the COPP Team's Report (Vol. I) with the following modifications :—

(i) Provision for staff has been increased from Rs. 50,000 based on the staffing pattern indicated in Annexure V *ibid.*, to Rs. 70,000. The increase is mainly due to inclusion of the additional staff and other extra expenditure referred to in (A) (iii) above which is also considered necessary during the Second Stage. Provision for T. A. and recurring expenditure on contingencies etc., has, however, been reduced from Rs. 1,000 p.m. as shown in the staffing pattern for Stage I Block referred to in (A) (iii) (d) above to Rs. 900 p.m. in view of the fact that a part of the staff employed during the First Stage such as Medical Officer, Sanitary Inspector and Lady Health Visitor etc. will be taken over by the Department concerned of the State Government, *vide* para 3.11 of Section 3 of Vol. I of the Report. In short, the staffing pattern in Stage II will be *permanent* staffing pattern.

(ii) Additional provision of Rs. 15,000 for 1 Jeep has been made in the schematic budget, as it is felt that the Jeep provided for the Block during the First Stage may not remain serviceable during the Second Stage.

(iii) The provision under the head 'Animal Husbandry and Agricultural Extension' has been increased from Rs. 40,000 to Rs. 50,000 in view of the emphasis on increased agricultural production.

(iv) Additional provision of Rs. 30,000 for Rural Housing has been made in the schematic budget.

(v) The reduction in the overall amount of the schematic budget from Rs. 5.50 lakhs to Rs. 5.0 lakhs as well as additional provision for (a) 'Personnel' & (b) 'Transport' under 'Block Headquarters' and for Rural Housing and the increased provision under 'Animal Husbandry & Agricultural Extension' as indicated above has necessitated some reduction in the provision under certain other heads namely 'Irrigation & Reclamation', 'Health & Rural Sanitation', 'Social Education' & 'Communications'. The provision under the latter heads, after necessary reduction thus stands at Rs. 85,000, 50,000 50,000 and 50,000 as against Rs. 1 lakh, 75,000, 60,000 and 1·25 lakhs respectively, recommended by the COPP Team. The reduction in the provision under these heads seems justified owing to the reduction of the period of operation of the block in the Second Stage from six years to five years.

(c) *Pooling of expenditure on staff in the blocks for the State as a whole :*

The following recommendation of the COPP Team regarding pooling of expenditure on staff in all the blocks *i.e.,* both Stage I & II Blocks has been accepted, subject to the condition that the block staffing pattern other than VLWs will in no case be varied. The number of VLWs in a block may however vary according to actual requirements and local conditions.

"18.2. The expenditure on the staff is not identical in any two blocks even though the staffing pattern might be. This is for the obvious reason that two members of the same cadre and holding similar posts might be drawing pay at different stages of the same pay-scale. In some blocks, the expenditure on the staff might be more than the schematic budgets and in some others less. We would, therefore, recommend that the provision for personnel in all the blocks in a State be treated as a pool out of which expenditure on the staff in each block should be met according to actual requirements provided that the necessary complement of staff of all categories is maintained in each block and that the formula for sharing the cost by the State and the Centre is not affected". (Page 114 of Vol. I of Report).

Schematic Budget for a Development Block During the First Stage with a Ceiling of Rs. 12·00 *lakhs*

Estimated Expenditure on a Development Block for a period of five years.
(This budget is only intended as a guide and is to be adjusted according to local conditions).

(Figures in lakhs of Rs.)

Heads	Total	Recurring	Non-recurring	Loan	Other than loan
1	2	3	4	5	6
I. Block Headquarters					
(a) Personnel (Details in Appendix I)	2·60	2·60	..	..	2·60
(b) Transport (1 jeep)	0·15	..	0·15	..	0·15
(c) Office equipment, furniture etc.	0·15	..	0·15	..	0·15
(d) Project Office, Seed Store, information centre etc.	0·25	..	0·25	..	0·25
TOTAL	3·15	2·60	0·55	..	3·15
II. Agriculture and Animal Husbandry—Extension methods and demonstration of improved practices, including equipment	0·50	..	0·50	..	0·50
III. Irrigation. } IV. Reclamation (including soil conservation, contour bunding etc.) }	3·40	..	3·40	3·00	0·40

1	2	3	4	5	6
V. Health & Rural Sanitation					
(1) (a) Dispensary—recurring expenditure	0·20	0·20	..	..	0·20
(b) Dispensary building	0·10	..	0·10	..	0·10
(c) Dispensary equipment	0·10	..	0·10	..	0·10
(2) Drinking Water supply	0·50	..	0·50	..	0·50
(3) Drainage and Sanitation	0·25	..	0·25	..	0·25
	1·15	0·20	0·95	..	1·15
VI. Education	0·60	0·15	0·45	..	0·60
VII. Social Education (including audio-visual aids and women, youth and children's programme)	0·70	0·40	0·30	..	0·70
VIII. Communications	0·85	..	0·85	..	0·85
IX. Rural Arts, Crafts & Industries	0·65	0·25	0·40	..	0·65
X. Housing for Project Staff & Rural Housing	1·00	..	1·00	1·00	..
GRAND TOTAL	12·00	3·60	8·40	4·00	8·00

Analysis of Cost :—

(i) Cost of one Development Block . . . . = Rs. 12·00 lakhs.

(ii) Share of Centre : 75% of Non-recurring, non-loan expenditure, 50% of recurring plus Rs. 4·00 lakhs loan . . . . = Rs. 9·10 lakhs.

(iii) Share of State Government . . . . = Rs. 2·90 lakhs.

N. B. For Programme Heads II to X please see explanatory note at Appendix II.

Appendix I

Staffing Pattern for a Development Block During the First Stage

Particulars of Staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
1	2	3
	Rs.	Rs.
1 Block Development Officer	300	18,000
8 Extension Officers *viz.*, 1 each for Agriculture, Animal Husbandry* Cooperation, Panchayats, Rural Industries & Rural Engineering (Overseer), Social Education and Programme for Women & Children [The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce & Industry and State Governments on the basis of 50 : 50. The sanction to this post will be automatic, as part of the sanction for the entire staffing pattern, with the allotment of blocks.]	200 each	84,000
10 Gram Sevaks	100 each	60,000
2 Gram Sevikas	100 each	12,000
1 Progress Assistant	125	7,500
1 Accountant-*cum*-Store-keeper	150	9,000
1 Senior Clerk	125	7,500
1 Cashier	100	6,000
1 Typist	75	4,500
4 Class IV Servants	50 each	12,000
2 Stockmen (Veterinary)	90 each	10,800
2 Messengers (Veterinary)	50 each	600
1 Medical Officer	300	18,000
1 Compounder	100	6,000
1 Sanitary Inspector	125	7,500
1 Lady Health Visitor	150	9,000
4 Midwives	90	21,600

*The Animal Husbandry Extension Officer should be in addition to the veterinary doctor at the dispensary.

1	2	3
	Rs.	Rs.
2 Sweepers	50	6,000
Maintenance of jeep, including pay of driver	300	18,000
T.A. and recurring expenditure on petrol, stationery, postage, contingencies etc. (including conveyance allowance for field workers).	1,000	60,000
TOTAL		3,83,400
Deduct cost of staff assumed to exist already @ Rs. 11,263 per annum**.		(—)56,300
		3,27,100
Less committed expenditure on Staff on old NES pattern during the last 2 years of the First Stage of the Development Block, which is to be shared between the Centre & the States on 50 : 50 basis but is not to be treated as development expenditure (@ Rs. 1 lakh for 3 years)		(—)66,700
Net expenditure chargeable to Block Budget		2,60,400
		Say 2·60 lakhs

**The cost of staff assumed to exist works out to only about 19% of the cost of the staff on the permanent staffing pattern prescribed for the Second Stage, as against 25% of the cost of staff on the old NES staffing pattern.

APPENDIX II

Explanatory Note on programme heads II to X in the schematic budget for Stage I Blocks

II—Agriculture & Animal Husbandry Extension methods and demonstration of improved practices, including equipment.	Provision under this head is intended to promote the adoption of improved agricultural and animal husbandry practices. This should be implemented primarily through village institutions.
III—Irrigation IV—Reclamation	The loan provision of Rs. 3 lakhs under these heads could also be utilised for productive schemes connected with agriculture, including rural electrification.
V—Health & Rural Sanitation	The provision under this head includes Rs. 50,000 for drinking water supply and Rs. 25,000 for drainage and sanitation. These provisions are to be spent through village Panchayats, and in each case there should be a steadily increasing measure of local contribution.

VI—Education . . .	The provision of Rs. 60,000 under this head includes Rs. 45,000 as a non-recurring grant which is used mainly for buildings. Buildings should receive smaller emphasis than heretofore and the funds provided for Education should be available for assisting village communities in improving the local school, and in helping it to fill a more creative role in the life of the community. The village school should be developed as a centre of community activity.
VIII—Communications .	In carrying out programme under this head what is important is that local communicational works should be part of the road plan for the block and the district and the programme of metalling roads followed by the P.W.D. is linked with the communications programme undertaken with the participation of the people.
IX—Rural Arts, Crafts & Industries.	Provision under this head is a nucleus provision, and the intention is that it should be supplemented by the resources of the Khadi and Village Industries Commission and other Boards under the Ministry of Commerce & Industry. The procurement and maintenance of tools for labour and Construction Co-operatives organised in each block should form an important programme under this head.
VI—Education . . . VII—Social Education . . IX—Rural Arts, Crafts & Industries.	The non-loan provisions under these heads include the following amounts making up a total of Rs. 40,000, to be given as grant to State Social Welfare Boards for implementing the co-ordinated programme for women and children in the blocks selected for the purpose :— VI—Education—Rs. 15,000 for Balwadi (creches and Pre-primary Schools). VII—Social Education Rs. 10,000. IX—Rural Arts, Crafts & Industries Rs. 15,000. As regards other blocks, a similar allocation upto a ceiling of Rs. 40,000 should also be earmarked for implementing women and children's programme.

X—Housing for Project Staff & Rural Housing.

Having regard to the increase in block staff the provision of Rs. 1 lakh may be fully utilised for the construction of staff quarters. Where, however, any savings are available for rural housing, they should be utilised for providing ancilliary services which would ultimately form the nucleus of rural housing in the block areas. The buildings constructed in blocks should fit in with the environment and be simple in design and execution. In place of the existing urban specifications which are applied to rural areas, new specifications should be devised for each region. But these need not be rigidly adhered to, local adaptations being made as necessary. It would, as a rule, be better that these constructions, be undertaken by agencies other than the P.W.D. though the latter may be consulted and their advice taken to the extent necessary. Voluntary labour should be utilised wherever possible. Paid labour should be local to the maximum extent possible, and similarly local materials should be employed to the maximum extent. We may aim at buildings with a life of 15 to 20 years.

Schematic Budget for a Development Block During the Second Stage of Five Years with a Ceiling of Rs. 5 Lakhs

(Figures in lakhs of rupees)

Heads	Total	Recurring	Non-recurring	Loan	Other than loan
1	2	3	4	5	6
I. Block Headquarters					
(a) Personnel (Details in Appendix I).	0·70	0·70	..	..	0·70
(b) Transport (1 jeep) .	0·15	..	0·15	..	0·15
TOTAL .	0·85	0·70	0·15	..	0·85
II. Animal Husbandry & Agricultural Extension . .	0·50	..	0·50	..	0·50
III. Irrigation IV. Reclamation } . .	0·85	..	0·85	0·75	0·10
V. Health & Rural Sanitation	0·50	..	0·50	..	0·50
VI. Education . . .	0·50	..	0·50	..	0·50

1	2	3	4	5	6
VII. Social Education (including Audio-Visual Aids)	0·50	0·35	0·15	..	0·50
VIII. Communications . .	0·50	..	0·50	..	0·50
IX. Rural Arts, Crafts & Industries . . .	0·50	0·10	0·40	..	0·50
X. Rural Housing . .	0·30	..	0·30	0·30	..
GRAND TOTAL .	5·00	1·15	3·85	1·05	3·95

Analysis of Cost :—

(i) Cost of one Second Stage Block for 5 years . =Rs. 5 lakhs.

(ii) Share of Centre : 50% of recurring expenditure 75% of non-recurring expenditure & 100% of loans . . . . . =Rs. 3·73 lakhs.

(iii) Share of State Government : 50% of recurring expenditure & 25% of non-recurring expenditure . . . . =Rs. 1·27 lakhs.

N.B.—For programme Heads III, IV, VI, VII, IX & X please see explanatory note at Appendix II.

Staffing Pattern for a Development Block During the Second Stage

Particulars of staff	Estimated cost per month inclusive of dearness allowance	Cost for 5 years
1	2	3
	Rs.	Rs.
1 Block Development Officer . . .	300	18,000
8 Extension officers *viz.*, 1 each for Agriculture, Animal Husbandry*, Cooperation, Panchayats, Rural Industries and Rural Engineering (Overseer), Social Education, and Programme for Women and Children	200 each	84,000
[The cost of 1 Extension Officer (Rural Industries) will be borne by Ministry of Commerce & Industry and State Governments on the basis of 50 : 50. The sanction to this post will be automatic as part of the sanction for the entire staffing pattern, with the allotment of a block.]		
10 Gram Sevaks	100 each	60,000
2 Gram Sevikas	100 each	12,000
1 Progress Assistant	125	7,500
1 Accountant-*cum*-Store-keeper .	150	9,000

*The Animal Husbandry Extension Officer should be in addition to the veterinary doctor at the dispensary.

1	2		3
	Rs.		Rs.
1 Senior Clerk	125		7,500
1 Cashier	100		6,000
1 Typist	75		4,500
4 Class IV Servants	50	each	12,000
Maintenance of Jeep including pay of driver	300		18,000
T.A. & recurring expenditure on petrol, stationery, postage, contingencies etc., (including conveyance allowance for field workers).	900		54,000
		TOTAL .	2,92,500
Deduct cost of staff assumed to exist already @ Rs. 11,263 per annum** .			(--)56,300
			2,36,200
Less committed expenditure on staff on old NES pattern during the entire period of the Second Stage of the Development Blocks which is to be shared between the Centre and the States on 50 : 50 basis but is not to be treated as development expenditure (@ Rs. 1 lakh for 3 years .			(—)1,66,700
Net expenditure chargeable to Block Budget			69,500
		Say .	70,000

**The cost of the staff assumed to exist works out to only about 19% of the cost of the staff on the permanent staffing pattern for the Second Stage shown above, as against 25% of the cost of staff on old NES pattern.

APPENDIX II

Explanatory note on programme heads II to X in the Schematic Budget for Stage II Blocks.

The same explanatory note as for stage I Budget is applicable, subject to the following modifications :—

VI—Education VII—Social Education IX—Rural Arts, Crafts and Industries.	An allocation upto a ceiling of Rs. 20,000 may be earmarked out of the provision under these heads as detailed below for implementation of women and children's programme in each block :— VI—Education—Rs. 7,500 for balwadi (Creches & pre-primary schools). VII—Social Education—Rs. 5,000. IX—Rural Arts, Crafts & Industries—Rs. 7,500/
X—Rural Housing . .	Buildings should be simple in design and execution and fit in with local environment. Local labour and material should be utilised to the maximum extent.

ANNEXURE III

Comparative statement indicating over-all Ceiling of expenditure on CD and NES Programme for State during the Second Plan Period, as had been recommended by the Ministry of Community Development to the Planning Commission earlier on the basis of the approved programme in the pink pamphlet, and the estimated expenditure on account of the revised programme as ascertained from State Governments

(Figure in lakhs of Rs.)

S. No.	Name of the State	As in the Pink Pamphlet (after allowing for efficiency cut @ 8·5 %)	As furnished by the State Governments according to revised phasing (after efficiency cut @ 10 %)	As checked and amended by the Ministry of Community Development (after allowing for efficiency cut @ 10%)	Remarks
1	2	3	4	5	6
1	Andhra Pradesh	1710·13	2442·94@	1711·67	**Including new Autonomous Unit, Naga Hills.
2	Assam**	616·33	606·22	607·81	*These figures have been worked out by the Ministry of Community Development, as the State Governments have not yet furnished the requisite information.
3	Bihar	2145·03	2017·00	2184·05	
4	Bombay	2407·63	1999·48	2007·15	
5	Kerala	494·17	561·06	562·65	@This figure has not been worked out by the State Government on the basis indicated by the Ministry of Community Development.
6	Madhya Pradesh	1690·38	1805·99*	1805·58	
7	Madras	1197·11	1367·72	1174·54	
8	Mysore	884·54	1002·94*	1002·66	

1	2	3	4	5	6
9	Orissa	1047·18	1365·52	1097.59	**Including new Autonomous Unit, Naga Hills. *These figures have been worked out by the Ministry of Community Development as the State Governments have not yet furnished the requisite information.
10	Punjab	915·89	990·39	992·41	
11	Rajasthan	876·70	997·57	999·83	
12	Uttar Pradesh	3311·64	3311·64	3143·85	
13	West Bengal	1276·10	1265·54	1269·83	
14	Jammu & Kashmir	367·56	325·10*	325·10	
15	Delhi	30·61	38·23	38·23	
16	Himachal Pradesh	149·19	146·99	146·96	
17	Manipur	57·86	50·50	50·73	
18	Tripura	55·82	67·47	58·16	
19	A & N Islands	11·59	12·24	6·91	
20	Pondicherry	23·72	23·33	23·33	
21	N.E.F.A.**	54·46	55·79	55·76	
	TOTAL	19323·72	20453·66	19264·80	
	Say	193·24 crores	204·54 crores	192·65 crores	
	Central Schemes	6·87 crores (after allowing for efficiency cut at 8·5%)	6·75 crores (after allowing for efficiency cut at 10%)	6·75 crores (after allowing for efficiency cut at 10%)	
	GRAND TOTAL	200·11 crores	211·29 crores	199·40 crores	
	Say	200 crores	211 crores	200 crores	

Annexure IV

Schematic Budget for the pre-extension period for each Block for one year

	Estimated Cost Rs.
I. Personnel:	
One Block Development Officer @ Rs. 300 p.m.	3,600
One Agricultural Extension Officer @ Rs. 200 p.m.	2,400
Five Gram Sevaks @ Rs. 100 p.m.	6,000
One office clerk-typist @ Rs. 75 p.m.	900
One Class IV servant @ Rs. 50 p.m.	600
Office furniture & fitting, including one type-writer	1,500
Rent for office @ Rs. 50 p.m.	600
T.A. for staff and contingencies @ Rs. 100 p.m.	1,200
II. Lump-sum provision for Agricultural demonstrations etc.	2,000
TOTAL	18,800

As the amount involved is small, it should be met from the Block budget itself, in the same manner in which preliminary expenditure upto a ceiling of Rs. 10,000 per block was met in respect of NES Blocks which were allotted from time to time. In view of the increased provision of Rs. 2·6 lakhs for 'Personnel' and Rs. 50,000 for 'Agriculture', this should be easily possible.

LETTER NO. 1(1)/Bd/58, DATED THE 8TH MAY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES (EXCEPT N.F.F.A. AND NAGA HILLS—TUENSANG AREA).

SUBJECT :—*Revision in the programme of Community Development.*

Will you please refer to this Ministry's letter No. 1(1)/Bd/58 dated May 5, 1958, on this subject? I write to clarify that Annexures I to IV forwarded to you along with the letter are the relevant annexures. Annexures V and VI were sent to you for giving you complete information as to the material furnished to the National Development Council. I am to add, therefore, that annexures V and VI are not being included in the copies of the letter which we are now getting printed. Additional copies of the letter will be sent to you as soon as copies have been received from the press.

LETTER No. 1(1)VI/Bd/58, DATED THE 31ST MAY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEPUTY SECRETARY TO THE GOVERNMENT OF MADHYA PRADESH, PLANNING AND DEVELOPMENT DEPARTMENT, BHOPAL.

SUBJECT.—*Revision in the programme of Community Development.*

Will you please refer to your letter No. 8865/XXII/Dev. III/BA/58, dated the 23rd May, 1958, on this subject?

2. The matter has been considered. During Stage II (*i.e.* the post-intensive stage), it is necessary to concentrate more on extension activities rather than on "works" and expenditure. The quantum of funds provided in Stage II budget is intended mainly to maintain the tempo of development and should be evenly spread over the full period through a balanced programme. The allotment of Rs. 1 lakh per year, as already indicated in para 5 of this Ministry's letter of even No. dated May 5, 1958, should therefore be utilised accordingly.

Copy with a copy of the letter replied to, forwarded for information and guidance to all Development Commissioners.

ENCLOSURE

Copy of letter No. 8865/*XXII Dev. III/BA/*58 *dated the* 23*rd May,* 1958, *from Deputy Secretary, Planning and Development Department, Government of Madhya Pradesh, Bhopal to the Secretary to the Government of India, Ministry of Community Development, Krishi Bhavan, New Delhi.*

SUBJECT.—*Revision in the programme of Community Development.*

I am directed to refer to your letter No. 1(1)/Bd/58, dated the 5th May, 1958 on the subject cited above and to state that the schematic budget as approved by the National Development Council, of a development block during second stage provides a ceiling of Rs. 5 lakhs for a period of five years.

2. In this connection, it is not clear whether only Rs. 1.0 lakh should be allotted and spent during one year or the funds can be utilised according to necessity within the ceiling as in case of National Extension Service and Community Development Blocks without any particular restriction during any particular year. Necessary clarification may kindly be made very early.

Yours faithfully,
SD/-
Deputy Secretary to Government,
Madhya Pradesh,
Planning and Development Department.

LETTER NO. 44(1)/Bd/58, DATED THE 18TH JUNE, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (INCLUDING UNION TERRITORIES).

SUBJECT.—*Annual Conference on Community Development—Mount Abu—Agenda item VI (4) (ii)—T.A. & D.A. to non-official members of Block Advisory Committees in Tribal Areas.*

Will you please refer to the Agenda item VI(4)(ii) (copy attached) of the Abu Conference on Community Development on the subject of T.A. & D.A. to non-official members of the Block Advisory Committees in Tribal areas? As this item was not considered at the Conference, it is requested that the State Governments may now consider it and take further necessary action and keep this Ministry informed of the position in respect of (i) members of the Block Advisory Committees in Tribal areas (ii) members of the Block Advisory Committees in all other areas.

ENCLOSURE

For the Annual Conference on Community Development—Mount Abu

Agenda Item No. VI (4) (ii)—T. A. & D. A. to non-official members of Block Advisory Committees in Tribal areas:

It has been represented that the non-official members of Block Advisory Committees in Tribal Areas have to undertake arduous journeys for attending meetings of the Committees. Further, in view of their economic position, it would be difficult for them to meet the expenditure out of their own resources for attending meetings of the Committees. It is, therefore, felt that some suitable allowance be given to non-official members of the Block Advisory Committees in tribal blocks for attending meetings.

2. The Ministry of Community Development had advised State Governments to consider the grant of reasonable out-of pocket expenses to the members of the Block Advisory Committees for attending the meetings of the Committees. There is, however, no uniformity of practice in this matter in the States. Some States *e.g.* Madras and Andhra are giving T. A. and D. A. to non-official members of these Committees at rates applicable to II Class officers. Some others provide free accommodation or free transport to non-official members. There would appear to be need for some measure of uniformity in regard to this matter. The Conference may like to consider this and make suitable recommendations.

Letter No. 1(1)/Bd/58, dated the 30th June, 1958, from the Government of India, Ministry of Community Development, New Delhi to the Development Commissioners of all States/Union Territories (except NEFA & Naga Hills Tuensang Area).

Subject.—*Revision in the Programme of Community Development—Implementation of Women's & Children's Programme in the Blocks.*

Will you please refer to the revised programme of Community Development, communicated *vide* this Ministry's letter No. 1(1)/Bd/58 dated 5-5-1958 (Green Pamphlet)? Explanatory note on pp. 23-24 thereof indicates that funds upto a ceiling of Rs. 40,000 should be earmarked in the budgets of Stage I Blocks for implementation of the programme for women & children. In regard to the Blocks selected for the co-ordinated programme with the Social Welfare Board, this amount is to be given as grant-in-aid to the State Boards. In other Blocks, the amount is to be spent through the Block agency. In order to step up the programme for women & children, which has not received proper emphasis in the past, it is essential that the above funds should be specifically allotted in the block budgets for 'Women & Children's Programme' under the three main heads *viz.* 'Education', 'Social Education' & 'Rural Arts, Crafts & Industries'.

2. As the budgets of all Blocks which have become Stage I Blocks, are to be suitably revised so as to conform to the new pattern, it is requested that this point may be brought to the notice of all concerned to ensure timely action.

3. Similar action is also to be taken in respect of Stage II Blocks according to ceilings indicated on p. 27 of the Green Pamphlet.

Letter No. 1 (2)/Bd/58, dated the 8th July, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments and Union Territories.

Subject :—*C. D. Minor Irrigation schemes—Pattern of subsidy—Main Recommendations and conclusions of the Annual Conference on Community Development at Mount Abu* (20*th to* 24*th May,* 1958).

Please refer to this Ministry's letter No. 9(13)/58-PC dated May 31, 1958, forwarding a copy of the Main Recommendations and Conclusions of the Abu Conference. The recommendation in regard to item (3)2(a) is reproduced below.

"The pattern of subsidy for the Community Development Minor Irrigation schemes of all kinds should be the same as for similar G.M.F. schemes. It was pointed out that the provision for subsidy in the

schematic budget was only Rs. 40,000 out of a total provision of Rs. 3:4 lakhs for minor irrigation and that this amount might not suffice in certain areas. The Conference recommended that the amount of subsidy might be increased in such cases."

2. In this connection, a reference is invited to this Ministry's letter No. 1(8)/Bd/57, dated 26-9-57, wherein it was stated that the Central financial assistance to States for all schemes relating to the development of agriculture (including animal husbandry, irrigation, reclamation, soil conservation etc.) under the Community Development and National Extension Service programme would in future be allowed on the same terms and conditions as were applicable to G.M.F. and other similar schemes sponsored by the Ministry of Food and Agriculture. Accordingly, if the non-loan provision of Rs. 40,000 made under the head 'Irrigation and Reclamation' in the schematic budget of Stage I Blocks is found to be inadequate to meet the total requirement of subsidy on loans advanced under the same head, the State Government may meet the excess by reappropriation of funds from the non-loan provision under other heads of the programme, subject to the condition that the prescribed overall 'other than loan' ceiling as also the overall Central share of expenditure in respect of each block, are not exceeded.

Letter No. 40(17)/Bd/58, dated the 11th July, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments and Union Territories.

Subject.—*Decentralisation of accounts relating to loans and advances by Central Government to State Governments.*

A copy of the Ministry of Finance (Department of Economic Affairs) circular letter No. F.1(55)-B/58 dated 10-6-58 addressed to All Civil Accountants General and Comptroller, Kerala on the above subject is forwarded herewith for information and guidance. These orders apply equally to loans sanctioned to the State Governments by this Ministry for the Community Development Programme.

Yours faithfully,

R. N. MOHANTY,

Under Secretary to the Government of India.

Copy together with a copy of the Ministry of Finance letter under reference also forwarded to

(i) Training Branch (Accounts Cell).

(ii) Supply Branch (Ministry of Community Development) for information and guidance.

R. N. MOHANTY,

Under Secretary to the Government of India.

LETTER NO. F. 1(55)-B/58, DATED THE 10TH JUNE, 1958, FROM SHRI A. G. KRISHNAN, UNDER SECRETARY TO THE GOVERNMENT OF INDIA, MINISTRY OF FINANCE (DEPARTMENT OF ECONOMIC AFFAIRS), NEW DELHI, TO ALL STATE ACCOUNTANTS GENERAL, A. G. C. R. AND COMPTROLLER, KERALA.

SUBJECT.—*Decentralisation of Accounts relating to loans and advances by Central Government to State Governments.*

I am directed to state that the Government of India have had under consideration the question of accounting of transactions relating to loans and advances by the Central Government to the State Governments which together with their subsequent repayment and payment of interest is at present centralised in the Office of the A.G.C.R. in accordance with the procedure outlined in Art. 154 of Account Code Vol. IV. In view of the growing complexity and the number of loans to State Governments it has now been decided, in consultation with the Comptroller and Auditor General of India, that the accounting of these transactions may be decentralised with effect from the accounts for the current financial year.

2. All sanctions for the payment of loans to State Governments will, with immediate effect, be issued to the Accountant General/Comptroller of the State concerned who should initiate action to credit the money to the account of the State Government through the Central Accounts Section of the Reserve Bank of India, Calcutta and adjust the same finally in the Central Section of his books. As inter Governmental transactions relating to Jammu & Kashmir are not cleared through the Reserve Bank of India, payment of loans to the Government of Jammu & Kashmir should be arranged by the Accountant General, Punjab, Simla and adjusted finally in the Central Section of his books.

3. Repayments of loans and payments of interest by the State Government to the Central Government should also be adjusted finally in the Central section of the books of the Accountant General/Comptroller of the State concerned except in respect of Jammu & Kashmir, the transactions in regard to which should be adjusted finally in the Central Section of the books of the A. G. Punjab. Consequently, it will not be necessary to follow the procedure prescribed in Art. 154 of Account Code Vol. IV in this regard hereafter.

4. The revised procedure takes effect from 1-4-1958. All transactions relating to loans and advances by the Central Government to State Governments and interest thereon that have already been adjusted in the books of the A.G.C.R. during the current financial year should be transferred by him to the Accountant General/Comptroller of the State concerned except in respect of the transactions relating to the loans and advances to the Government of Jammu & Kashmir which

should be passed on to the A. G., Punjab, Simla for adjustment in the Central Section of his books.

5. The receipt of this letter may kindly be acknowledged.

Yours faithfully,

A. G. KRISHNAN,

Under Secretary to the Government of India.

Copy forwarded to all Ministries of the Government of India, Planning Commission and all Branches in the Departments of Expenditure and Economic Affairs in the Ministry of Finance.

2. It may please be noted that hereafter sanctions for payment of loans to the State Governments should be addressed to the Accountant General/Comptroller of the State concerned except Jammu & Kashmir. In the case of loans to Jammu & Kashmir Government A. G., Punjab Simla should be addressed. In no case should such sanctions be issued to the A. G. C. R.

A. G. KRISHNAN,

Under Secretary to the Government of India.

No. F.1(55)-B/58.—Copy forwarded to the Comptroller & Auditor General of India with reference to the correspondence resting with Shri Ramayyar's D. O. letter No. 729-Ac/102-58, dated 27-5-1958.

Necessary action may kindly be taken to amend Art. 154 and the Annexure to Chapter II of Account Code Vol. IV suitably. Supplemen- tary instructions, if necessary, may also kindly be issued by him under intimation to this Ministry.

A. G. KRISHNAN,

Under Secretary to the Government of India.

LETTER No. 63(8)/Bd/58, DATED THE 14TH AUGUST, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE SECRETARY TO THE GOVERNMENT OF MYSORE, PLANNING AND DEVELOPMENT DEPARTMENT, MYSORE GOVERNMENT SECRETARIAT, VIDHANA SOUDHA, BANGALORE.

SUBJECT.—*Debiting the expenditure incurred on staff retained on N.E.S. pattern in the converted C.D. blocks and the normalised blocks.*

Will you please refer to your letter No. P&D/46/FND/58, dated 22-7-1958 on the subject noted above? The position in regard to the points raised in para 4 thereof is as follows :—

(i) In accordance with para 4(5) of this Ministry's letter No. CPA/13(18)/P/56, dated 10-7-56 (Pink Pamphlet) recurring expenditure on personnel retained on N.E.S. pattern in the blocks that have completed

their scheduled period of operation is to be treated as 'Committed' expenditure. Such expenditure is thus of two categories *viz.* (a) expenditure incurred during post-intensive phase after the intensive phase of the programme in the Community Development projects/blocks is completed on the expiry of their scheduled period of operation, and (b) expenditure incurred during intensive phase after conversion of the blocks into Community Development blocks. In the former case the 'committed' expenditure is to be allowed from the date on which the Community Development project/block enters the post-intensive phase, after completion of the scheduled period of its intensive phase. In the latter case it is to be allowed from the date on which the block completed its three-year period of operation prescribed for the N.E.S. stage, and not from the date of conversion of the block if it has actually been converted into Community Development block before or after the date of completion of the aforesaid three-year period. Accordingly N.E.S. blocks that have now become Stage I blocks under the revised programme set out in the 'Green Pamphlet', will be entitled to 'Committed' expenditure *after 3 years from the date of their inauguration.*

(ii) Further, in the case of converted Community Development blocks this expenditure is admissible only in respect of blocks converted during the Second Plan period *i.e.* Community Development blocks of 56-57 and 57-58 series which were converted on or after 1-4-56 and in regard to converted Community Development blocks of the First Plan period *viz.* those of 55-56 series, the orders contained in para (ii) of this Ministry's circular letter No. CPA/4/P/55, dated 22-4-55 will continue to apply.

(iii) The expenditure in question is debitable to the new minor head prescribed for the purpose (*viz.* minor head 'Recurring expenditure on personnel retained on N.E.S. pattern' under the sub-major head 'N.E.S.' subordinate to the major head '63-B') from the date of its admissibility as 'Committed' expenditure.

Yours faithfully,
R. JAGANNATHAN,
Officer on Special Duty.

Copy forwarded to all the Development Commissioners for information in continuation of this Ministry's letter No. 2(8)57-PC, dated 4-6-57 addressed to the Bombay Government a copy of which was sent to the Development Commissioners of all other States with this Ministry's letter of the same No. dated 29th June, 1957.

Copy also forwarded to all the Civil Accountants General including Comptroller Kerala for information.

Yours faithfully,
R. JAGANNATHAN,
Officer on Special Duty.

LETTER No. 1(1)/X/Bd/58, DATED 14TH AUGUST, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI TO ALL DEVELOPMENT COMMISSIONERS.

SUBJECT :—*Utilisation of savings in expenditure on "personnel" as a result of the revision in the C.D. programme.*

Will you please refer to para 2(iii) of this Ministry's letter No. 1 (1)/Bd/58 dated 5-5-1958, according to which all blocks which were still in the N.E.S. stage on 1-4-1958 when the revised programme came into force, are to be treated as Stage I blocks with effect from the date of their inauguration. These blocks had an over-all provision of Rs. 2 lakhs per block on 'Personnel' (exclusive of 'Committed' expenditure) for the entire operational period of 6 years (*i.e.* 3 years N.E.S. & 3 years C.D.) in the schematic budget under the original programme in the Pink Pamphlet. This provision works out to Rs. 33,000 per annum per block.

Under the revised programme, however, the provision for 'Personnel' in a Stage I block is Rs. 2.6 lakhs (exclusive of 'Committed' expenditure) for a period of 5 years which comes to Rs. 52,000 per annum per block. As this enhanced provision is applicable to these blocks from the date of their inauguration consequent on their becoming Stage I blocks from that date, and as the staff in these blocks had actually been appointed on the old staffing pattern during the period prior to 1-4-1958, there is expected to be a saving in expenditure on 'Personnel' in respect of these blocks for the period they functioned as N.E.S. blocks.

2. This has been worked out on the basis of information available in this Ministry, and a statement showing the anticipated savings on this account in each State is enclosed. This is no more than a rough indication and may please be checked up by each State Government so far as it is concerned.

3. In pursuance of the decisions conveyed to them earlier, State Governments may utilise these savings for meeting any additional 'recurring' expenditure *e.g.*

(a) Appointment of additional VLWs in any block, if necessary, (*vide* Para (A)(iii)(b) of Annexure II of this Ministry's letter No. 1(1)/Bd/58 dated 5-5-1958—Green Pamphlet).

(b) Increased salaries of staff in the block which happen to be more than the scale of pay provided in the schematic budget to the extent that may be required.

(c) Cost of staff in the pre-extension stage of the new blocks (*vide* Annexure IV of letter No. 1(1)/Bd/58 dated 5th May, 1958—Green Pamphlet).

(d) State's share of the pay and allowances etc., of the Extension Officer (Rural Industries) where this could not be provided for in the budget of the State Department of Industries (*vide* this Ministry's circular letter No. 2(5)/58-Prg-II dated 20th June, 1958).

4. It is believed that State Governments will not have difficulty in meeting the additional expenditure to be incurred on the above items owing to the increased provision for expenditure on 'Personnel' in the revised programme as well as the 'pooling' of such expenditure allowed in paragraph (C) of Annexure II of the Green Pamphlet.

ENCLOSURE

A tentative statement showing the savings anticipated in expenditure on 'Personnel' as a result of the revision of the programme, and the amount of expenditure on Personnel in pre-extension blocks as well as State's share of expenditure on Extension officer (industries) in stage I Blocks, CD Blocks and Multipurpose blocks.

(Figures in lakhs of Rs.)

Name of State	Anticipated savings in N.E.S. Blocks as a result of the revision in the programme	Expenditure on personnel in pre-extension blocks	Expenditure on Extension Officers (Industries) from 1-4-58—State's share only			
			Stage I Blocks	C.D. Blocks	Multi-purpose Blocks	Total (Cols. 4+5+6)
1	2	3	4	5	6	7
1. Andhra Pradesh	25·50	13·97	5·53	0·54	0·14	6·21
2. Assam	5·52	4·79	1·40	0·08	0·25	1·73
3. Bihar	46·19	18·16	8·98	0·82	0·29	10·09
4. Bombay	25·91	21·62	6·30	1·16	0·25	7·71

1	2	3	4	5	6	7
5. Madhya Pradesh	22·67	11·63	4·37	0.89	0·36	5·62
6. Madras	17·18	10·30	3·85	0·37	..	4·22
7. Orissa	20·72	9·69	3·94	0·34	0·14	4·42
8. Uttar Pradesh	60·11	29·27	10·75	1·09	..	11·84
9. Punjab	15·96	5·81	2·94	0·44	..	3·83
10. West Bengal	23·62	11·83	4·31	0·23	..	4·54
11. Kerala	10·08	4·18	1·84	0·14	..	1·98
12. Mysore	14·28	7·96	3·32	0·34	..	3·66
13. Rajasthan	12·33	6·32	2·50	0·61	0·04	3·15
14. Jammu & Kashmir	5·78	0·20	1·15	0·27	..	1·42
TOTAL	305·85	155·73	61·18	7·32	1·47	69·97

LETTER No. 2(8) (20)/58-PRG. II, DATED THE 25TH AUGUST, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES AND UNION TERRITORIES.

SUBJECT.—*Pavement of village lanes.*

It has been observed that in some States large sums have been spent over paving of village lanes to the detriment of other sanitation programmes. Cases have not been rare when funds earmarked for Primary Health Centres or even water supply were diverted for the purpose. Pavement of lanes is, no doubt, a part of the sanitation programme but certainly not the whole of it. There are other items in the programme like provision of sanitary latrines, urinals, smokeless chulhas, ventilators, soakage pits etc., which require greater emphasis. In the schematic budget a sum of Rs. 50,000/- had been provided for water supply and Rs. 25,000/- for drainage and sanitation during the Community Development stage and the same allotment continues in Stage I blocks. In order to ensure an all-round improvement, in sanitation, it is desirable that some sort of proportion is maintained in incurring expenditure over the various items that promote sanitary conditions. It is suggested that not more than 50% of the allotment under the minor head 'Drainage and Sanitation' be spent over paving of lanes. It may kindly be ensured that no amounts are diverted from the allocations made under 'Water Supply' and the establishment of Primary Health Centres to paving of village lanes. It is further suggested that while working out the details of the schemes the Director of Medical and Health Services may be invariably consulted.

LETTER No. 65(32)/Bd/58, DATED THE 5TH SEPTEMBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (INCLUDING UNION TERRITORIES).

SUBJECT.—*C.D. Programme Stage II under the revised programme.*

Will you please refer to para (iii) of this Ministry's letter No. 153 (1)/57-Prg. I dated 25-6-1958, addressed to the Government of Andhra Pradesh on the above subject, a copy of which was endorsed to you?

2. The amount of Rs. 5 lakhs provided for Stage II is meant to be spent evenly at the rate of Rs. 1 lakh per year in five years. It is not intended that the provision under each head of expenditure *e.g.*, irrigation should also be divided into five *equal* portions. Subject to the annual ceiling of Rs. 1 lakh not being exceeded, there is no objection if the expenditure on irrigation in the first year or in any subsequent year of the Second Stage is more than Rs. 17,000/-. In fact, in the current food emergency when the greatest priority is attached to minor

irrigation, it would be better if it is possible to spend more than Rs. 17,000/- in any year on minor irrigation, subject of course to the ceiling of Rs. 1 lakh not being exceeded. It would also be in order for a block to divert funds from other heads to irrigation with the approval of the Block Development Committee.

3. Para (iii) of this Ministry's letter under reference may, therefore, be treated as cancelled.

LETTER No. 1(8)/Bd/57, DATED THE SEPTEMBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEPUTY DEVELOPMENT COMMISSIONER (WEST) & EX-OFFICIO DEPUTY SECRETARY TO GOVERNMENT, PLANNING AND DEVELOPMENT DEPARTMENT, SECRETARIAT, HYDERABAD—DN.

SUBJECT.—*Community Development and National Extension Service Programme—Loans granted for Minor Irrigation sources—Grant of subsidy.*

Will you please refer to your letter* No. 171041/Prog. V. A./57-6 dated 19/22-3-58 on the above subject?

2. In this connection, attention is invited to this Ministry's letter No. 1(8)/Bd/57 dated the 26th September, 1957 (copy enclosed), according to which the grant of subsidy under Community Development Programme for all schemes relating to the development of agriculture (including animal husbandry, irrigation, reclamation, soil conservation etc.) has been allowed on the same terms and conditions as are applicable to GMF and other similar schemes of the Union Ministry of Food and Agriculture. Complete uniformity in the matter of irrigation subsidy has thus been established between Community Development Programme and GMF.

3. Therefore, the cultivation of food crops under private irrigation, being a necessary condition for grant of subsidy under GMF would also apply under the Community Development Programme. In other words, while there would be no objection to the grant of loans under the Community Development Programme for all minor irrigation works, subsidy would be admissible only on loans given for schemes relating to cultivation of food crops, on the same terms and conditions as are applicable to G.M.F.

4. As for the subsidy for state-owned tanks, the same terms and conditions as are applicable under G.M.F. would hold good for minor irrigation works under the Community Development programme.

*Not printed.

LETTER No. 1(2)/Bd/58, DATED THE 29TH SEPTEMRER 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Community Development Programme—Subsidy for all schemes relating to the development of agriculture.*

It appears that there is some doubt about the extent of subsidy admissible for private irrigation works under Community Development programme, and the manner in which it is to be given.

2. In this connection attention is invited to this Ministry's letter No. 1(8)/Bd/57 dated 26-9-57 in which it has been indicated that the pattern of subsidy under Community Development programme for private irrigation schemes will be the same as under the G. M. F. programme. Accordingly, the amount of subsidy under Community Development programme is to be calculated on the basis of total estimated cost of the work irrespective of the amount of loan actually availed of by the beneficiary but it is to be limited to a maximum of 25% of the total cost. Further, the procedure for payment of Centre's share as prescribed in item (ii) of this Ministry's letter No. CPA-1/1/Bd/56 dated 5-10-56 will also apply *mutatis mutandis* in cases where the loan assistance is wholly or partly not availed of and the ceilings prescribed in para 1 of this Ministry's letter of 26-9-57 referred to above will also hold good in such cases.

LETTER No. 1(1)/VIBd/58, DATED THE 25TH SEPTEMBER 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS.

With reference to paragraph 5 of this Ministry's letter No. 1(1)/Bd/58 dated May 5, 1958, (Green Pamphlet), I am to say that after careful consideration, it has been decided that if, due to unavoidable circumstances the annual allotment of Rs. 1 lakh during Stage II of a Block is not fully spent in any year, a carry-over of the unspent balances to the next year will be allowed; but this will be limited to 20% of the annual allocation, and should not exceed Rs. 20,000/- in any year.

Yours faithfully,

R. N. MOHANTY,

Under Secretary to the Govt. of India

Letter No. 65(65)/Bd/58, dated the 9th October, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Joint Secretary to the Government of Madras, Public (R.D.P.) Department, Fort St. George, Madras—9.

Subject.—*Community Development—Artisans trained at the Workshop Wing—Grant of loans.*

Please refer to your letter* No. 30412 R.D.P. VIII/58-7, dated the 11th September, 1958 on the above subject. In view of top priority given to the food production programmes in the blocks, this Ministry had already indicated that the funds provided for "Agriculture & Animal Husbandry" and 'Irrigation and Reclamation' in the block budgets should not be diverted to other heads of the programme *vide* this Ministry's letter No. MCD/1(19)/P/56 dated November 1, 1956. There is, however, no objection to the diversion of some loan funds from the head "Housing for Project Staff and Rural Housing" to the head "Rural Arts, Crafts and Industries" for granting loans to the artisans trained in the Workshop Wings. Prior approval of the respective Block Development Committees to such diversion of funds should also be obtained.

Yours Faithfully,
R. N. MOHANTY,
Under Secretary to the Govt. of India

Copy together with a copy of the Madras Government's letter under reference forwarded for information to all the State Development Commissioners.

R. N. MOHANTY,
Under Secretary to the Govt. of India

Letter No. 1(9)/Bd/58, dated the 25th October, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments (including Union Territories).

Subject.—*C.D. and N.E.S. Programme—Approved programme and budget estimates—Relaxation in Central scrutiny.*

Please refer to the correspondence resting with this Ministry's letter No. 1(9)/Bd/57 dated 25-10-57 on the above subject. The position has been reviewed and as the Community Development programme has now been in operation for more than six years, it is felt that the State Governments have by now acquired sufficient experience in the formulation of the programme and budget estimates in the light of the comments given by this Ministry on the subject, from time to time. In

*Not printed.

view of this and also taking into account the huge expansion the programme has undergone up till now, the question of relaxing the existing scrutiny hitherto exercised by this Ministry in this regard has been carefully considered and it has been decided to dispense with the scrutiny by this Ministry of the Programme and budget estimates of various types of blocks such as Community Development, Stage I and Stage II blocks etc., drawn up and approved by the State Governments. In the circumstances, the programme and budget estimates of the blocks need not be sent to this Ministry in future.

2. The State Governments should, however, continue to send copies of the approved Programme and budget estimates to the State Accountant General, as usual, and also ensure that they are prepared in the prescribed proforma and are concurred in by the respective Block Development Committees in accordance with this Ministry's letter No. 49(1)/Bd/57 dated 6-9-57.

3. In this connection it may also be pointed out that consequent on the revision in the Community Development Programme the budget estimates of N.E.S. blocks transformed into Stage I blocks from the date of their inauguration and those of post-intensive blocks transformed into Stage II blocks from 1-4-1958 will have to be recast in accordance with the revised budgetary pattern applicable to such blocks.

4. The receipt of this letter may please be acknowledged.

Letter No. 1(1)/Bd/58, dated the 29th November, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Secretary to Government of Madras, Public (Rural Development Projects VII Department, Fort St. George, Madras.

Subject.—*C. D. Programme—Earmarked Provision in stage I and stage II blocks for Women and children's Programme.*

Will you please refer to your letter* No. 89538/RDP.VII/58-7, dated 24-9-58 on this subject?

2. Provision of Rs. 40,000 and 20,000 in the Stage I and II budgets respectively for women and children's programme may be split up into recurring and non-recurring heads at the discretion of the State Government according to the needs of the Programme, provided that the over-all ceiling for Centre's share of other than loan expenditure as per schematic budget *viz.* Rs. 5·10 lakhs in the case of Stage I blocks, and Rs. 2.68 lakhs in the case of Stage II blocks is not exceeded.

*Not Printed.

LETTER NO. 1(1)/XVI/Bd/58, DATED 24TH DECEMBER, 1958, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Planning & Execution of Schemes through the Panchayats and other village institutions.*

The Council of Local-Self Government at its meeting held in October, 1958, emphasised the importance of associating Village Panchayats with the planning and execution of schemes. This policy had already been accepted by the National Development Council, and State Governments were informed in this Ministry's letter No. 1(1)/Bd/58 dated 5-5-1958 [Green Pamphlet, page 3 para 7(i)] that "in every block, from the very beginning, the block organisation and the village organisation should be regarded as basic units for formulating and carrying out different programmes".

2. It is considered that a beginning should now be made towards the achievement of this objective. The schematic budget for a Stage I Block, for instance, may be regarded as forming three distinguishable categories.

	Rs.
I. Block personnel, transport, office, housing equipment, and Primary Health Centre .	. 4.55 lakhs
II. Agriculture, Irrigation, Rural Arts & Crafts	. 4.55 lakhs
III. Items of expenditure which could be treated as "Local Works" *e.g.*	
(i) *Non-recurring*—	
Drinking water supply	. 0·50 lakh
Drainage & Sanitation	. 0·25 lakh
Education	. 0·45 lakh
Social Education	. 0·30 lakh
Communications	. 0·85 lakh
	2·35 lakhs
(ii) *Recurring.*—	
Education & Social Education . . .	. 0·55 lakh
TOTAL . .	. 2·90 lakhs

(The amount available under category III would be less to the extent of the grant given to the State Social Welfare Board for the co-ordinated programme for women and children in those blocks where it has been or will be taken up by the Board).

Expenditure on category II will, to the extent possible, be incurred through the agency of village Co-operatives. Expenditure on category III should, hereafter invariably be incurred through the agency of Panchayats and other local institutions, and not through departmen al

agency. This practice should take effect by 1-4-1959 at the latest. The Block Development Committee should be competent to sanction allotments in regard to schemes in this category to these village institutions, who would be charged with planning and executing the schemes.

3. Similarly, the schematic budget for a Stage II block may also be regarded as forming three distinguishable categories—

I. Block personnel, transport, and rural housing	Rs. 1.15 lakh
II. Agriculture, irrigation, rural arts and crafts	Rs. 1.85 lakh
III. Items of expenditure which could treated as "Local Works" *e.g.*	
(*i*) *Non-recurring*—	
Health & rural Sanitation	Rs. 0.53 lakh
Education	Rs. 0.50 lakh
Social Education	Rs. 0.15 lakh
Communications	Rs. 0.50 lakh
	Rs. 1.65 lakhs
(*ii*) *Recurring*— . . . . . . Social Education	Rs. 0.35 lakh
TOTAL .	Rs. 2.00 lakhs

4. The same procedure as prescribed for Stage I blocks should be applied to Stage II blocks. In fact this procedure is in accordance with the one suggested in this Ministry's letter No. CPA/13(18)/P-56, dated the 26th July, 1956 (Pink Pamphlet pages 21 and 22).

5. The above proposal to charge the Panchayats and other village institutions with the responsibility for planning and executing the "Local Works" part of the schematic budget, with the guidance and approval of the Block Development Committee, was approved by the Central Committee at a recent meeting presided over by the Prime Minister.

6. I shall be grateful if it is now taken up for consideration and early implementation by the State Governments.

The receipt of this letter may kindly be acknowledged.

Yours Faithfully,

B. R. TANDAN,

Secretary to the Government of India

Copy forwarded to the Accountant General/Comptroller——— for information.

R. RAMASWAMY,

Assistant Financial Adviser

ALLOTMENT OF BLOCKS

LETTER NO. CPA/163/53, DATED THE 14TH JANUARY, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, OF ALL STATE GOVERNMENTS.

SUBJECT.—*Boundaries of N.E.S. Blocks.*

It is understood that the Development Commissioners are already considering the question of location of N.E.S. Blocks, so that 3 or 4 Blocks taken together may coincide with the smallest Revenue Administration Unit. The following suggestions are offered for consideration in this connection :—

(i) The N.E.S. Blocks should not cut across normal administrative boundaries.

(ii) 3 or 4 of the N.E.S. Blocks taken together should coincide with the Revenue Administrative jurisdiction like a sub-division.

(iii) If the Collector and S.D.O. are to be brought in fully into the picture, as suggested in Administrator's D.O. letter No. PS-CP/938 dated October 8, 1953, it is essential that the boundaries for general administration as well as developmental work should coincide.

2. There is also the rather important question of the conflicting jurisdiction of panchayats and the V.L.Ws' charge. In certain States *e.g.*, Bombay, U.P. and Bihar, there is a tendency towards making the Village Level Worker the Panchayat Secretary. The same sort of thing is perhaps happening in other States also. It is, therefore, suggested that efforts be made to prevent duplication of development work as between Panachayats and the staff employed in N.E.S. Blocks. This would mean examination of the territorial jurisdiction of Panchayats in relation to the territorial jurisdiction of Village Level Workers, the ultimate objective being to have one agency functioning at the village level, having regard to the fact that while a Panchayat generally serves four to five villages, the Village Level Worker is expected to serve ten villages in a N.E.S. Block. I shall be grateful if you will please indicate your views on this question.

LETTER NO. CPA/1(2)/P/56, DATED THE 23RD JANUARY, 1956, FROM GOVERNMENT OF INDIA COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development and National Extension Service Programme.*

SIR,

According to the procedure generally followed in several States, although the staff is posted in new National Extension Service Blocks

at the time they are inaugurated, considerable time is spent in completing the various preliminaries *viz.*, surveys, formulation of programme and budget estimates, constitution of Block Advisory Committees etc. before actual development work is started. During this interval, which on an average extends from 3 to 4 months, the project staff it is felt, is not employed fully on useful work. As the people's participation is an essential component of the development programme this period could appropriately be utilised by the staff in establishing contacts with the village people and arousing their interest in development in order to ensure their prompt response immediately after the programme is taken up. The following suggestions are offered in this regard for the consideration of State Governments :—

(1) During the first 2 or 3 months after the inauguration of the block, it would be desirable to get the people fully acquainted with basic features of the programme.

(2) The block staff should organise at least one mela during the aforesaid period. The mela should be utilised for the purpose of demonstrating visually the different phases of the programme. The occasion should also be utilised for organising informally discussions in the evenings. In the course of these discussions, the block staff with the assistance of such peripatetic staff as the Development Commissioner may be able to make available for the purpose, should explain to the people the manner in which the programme would be drawn up and implemented. Particular stress should be placed on the people's part both in the planning and the implementation of the programme.

(3) The first major activity of a physical nature undertaken in the blocks should be such as to make it possible for large numbers of people physically to participate in the programme. The particular job selected should have popular appeal *e.g.*, roads, irrigation, tanks and bunds etc. The items will naturally vary according to the locality.

2. In this connection, it may be mentioned that in Orissa, the block staff are engaged right from the very beginning in such welfare activities like drinking water wells, village roads etc., which evoke spontaneous response from the people. A list of items constituting an interim programme which is taken up in advance of the approval of the full programme in that State, is enclosed for consideration of similar action in your State.

The action being taken or proposed to be taken by you may kindly be intimated to this Administration in due course.

Yours Faithfully,

R. JAGANNATH,

Deputy Secretary.

COMMUNITY DEVELOPMENT AND THE NATIONAL EXTENSION SERVICE

GOVERNMENT OF ORISSA

Interim programme which can be taken up in advance of approval of the full programme

Items of work which can be included in the interim programme	Unit cost	Total extent to which expenditure can be incurred
1	2	3
		Rs.
1. Surface wells	Rs. 400 (Govt. grant only)	4,000
2. Renovation of tanks . . .	Rs. 500 (Govt. grant only)	3,000
3. Renovation of surface wells . .	Rs. 100 (Govt. grant only)	1,000
4. Culverts on village roads . .	According to estimate in each case.	5,000
5. Adult literacy centres . . .	Rs. 15 per month per centre.	Six months for a maximum of ten Centres. Rs. 900
6. Agricultural Extension activities miscellaneous expenditure.	..	500
7. Grants-in-aid for schools, hospitals etc. etc.	Not exceeding Rs. 500 in each case.	5,000

LETTER NO. CPA/56/53, DATED THE 23RD MARCH, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF VINDHYA PRADESH, HYDERABAD (DN.), PEPSU, TRAVANCORE-COCHIN, WEST BENGAL, BOMBAY, UTTAR PRADESH, HIMACHAL PRADESH, BHOPAL, BIHAR, ORISSA, MYSORE, MADHYA PRADESH, MADHYA BHARAT, AND DIRECTOR OF COMMUNITY PROJECTS, ASSAM.

SUBJECT.—*Conversion of Pilot Development Projects into National Extension Service Blocks.*

Please refer to para 3 of letter No. F. 33-I(1)-53 dated the 16th December, 1953, from the I.C.A.R. to the Development Department of your Government. It has been decided that these pilot development projects should be converted into National Extension Service Blocks from

the 1st April, 1954. These blocks, of which the details are indicated below will be included in the quota of N.E.S. Blocks to be allotted to your State during 1954-55.

2. It has also been decided that the expenditure already incurred on these projects upto the end of March 1954 should be taken into account while determining the further expenditure to be authorised on them for the next three years. For this purpose, you are requested to take urgent action to furnish the figures called for in the I.C.A.R. letter referred to above; and also to furnish this Administration urgently with information about the personnel in position in these projects, and the details of work so far done in them, according to the groups mentioned in Annexure I of the Pamphlet on "Organisation of N.E.S. and Expansion of Community Development Programme", and of items of work not falling within any of them.

3. As soon as this information is available, the further work to be undertaken on these blocks during the next three years in order to bring them upto the standard of other N.E.S. Blocks, and the financial allotment for the purpose will be intimated to you. In the meantime, you may proceed with work on the lines of other N.E.S. Blocks, the objective being that at the end of a further three years these areas would have been developed to the same extent as other N.E.S. Blocks.

ENCLOSURE

Statement showing the location of Pilot Development Projects

Sl. No.	State	Location of Project *i.e.*, Geographical situation etc.
1	2	3
1	Bombay . . .	(i) Training Centre at Agril. Instt. Anand· (ii) Project in Charotar tract in Gujerat.
2	Madhya Pradesh . .	Village Sindewahi in Chanda Dist.
3	Uttar Pradesh . .	Bakhshi-Ka-Talab near Lucknow.
4	West Bengal . .	Burdwan Farm.
5	Msysore . . .	Malavath Taluk, Mandya Distt.
6	Assam . . .	Rangiya in Kamrup Distt.
7	Bihar	Villages of Bihta Bikram & Naubatpur Police Stations.

1	2	3
8	Orissa . . .	Kendrapara in Cuttack.
9	Hyderabad . . .	Kukatpalli, 5-6 miles from Hyderabad.
10	PEPSU . . .	Bhadson Tehsil Nabha.
11	Madhya Bharat . .	Mhow-Indore Area, Distt. Mhow.
12	Travancore-Cochin .	Mavelinkara in Quilon Distt.
13	Vindhya Pradesh . .	Nowgong & Neighbouring area, on Nowgong Satna Road.
14	Bhopal . . .	Within a radius of 8 miles from Obeitdullahganj.
15	Himachal Pradesh. .	Strip between Kufri and Narkanda.

LETTER No. CPA/163/54, DATED THE 4TH AUGUST, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATES (EXCEPT BOMBAY, AJMER, COORG, DELHI, TRIPURA, N.E.F.A. AND JAMMU & KASHMIR).

SUBJECT.—*Allotment of N.E.S. Blocks for the year* 1954-55.

The question of the allotment of National Extension Service Development Blocks, having regard to the progress made in the existing Projects/Blocks, people's response, availability of trained extension personnel, etc., has been carefully considered, and allotment of N.E.S. Blocks to your State for the year 1954-55 has been made as indicated in the attached list. It includes the Pilot Development Projects if any, which have been converted into N.E.S. Blocks from 1st April, 1954, *vide* letter No. CPA/56/53 dated the 23rd March, 1954. It also includes Blocks which the State Governments have already been informed would be counted against 1954-55 allotment. State Governments will undertake the programme in the new Blocks on the 2nd October, 1954.

2. The allotment is made subject to the following conditions :—

(a) *Trained Personnel.*—State Governments will ensure that the required number of qualified and trained extension personnel particularly Gram Sevaks, is available for these new Blocks. Provision of personnel for these Blocks should not mean depletion of trained personnel in the existing Blocks. If trained personnel are not available in sufficient numbers, the programme may be staggered, and a beginning made with a smaller number of Blocks, instead of all the Blocks now allotted.

(b) *Sitting of Blocks.*—The Blocks should be so sited as to constitute compact administrative charges (*vide* para 3 of the Note in the Blue pamphlet). Wherever possible the Blocks to be taken up this year should therefore, be contiguous to those allotted previously, or taken up in multiple units, *vide* the suggestions made in letter No. CPA/163/53 dated 14-1-1954. If any exception is to be made, the prior approval of the Community Projects Administration should be obtained.

3. In accordance with the existing procedure, the programmes and Budget Estimates for the full 3 year period in respect of the Blocks taken up by October 2, 1954 should be finalised and copies thereof sent to the Community Projects Administration and the A. G. concerned by 31st December, 1954. Prior approval of the Community Projects Administration, where necessary, should be obtained in advance of the above date. (The programmes and budgets for the Pilot Development Projects converted into N.E.S. Blocks should, as already indicated, be sent to this Administration for prior approval.)

4. The names of the areas which have been selected for development as N.E.S. Blocks against this allotment may kindly be communicated at an early date. Other requisite details in the prescribed proforma may be sent as early as possible.

ENCLOSURE

Allotment of National Extension Service Blocks in 1954-55

Sl. No.	State	N.E.S. Blocks allotted	Remarks
1	2	3	4
1	Andhra . . .	5	
2	Assam . . .	5	
3	Bihar	20	Includes the Pilot Development Project.
4	Bombay . . .	22	
5	Madhya Pradesh . .	44	Includes the Pilot Development Project.
6	Madras . . .	20	Includes 10 Blocks already taken up in Tanjore.
7	Orissa	12	Includes the Pilot Development Project.

1	2	3	4
8	Punjab . . .	8	
9	Uttar Pradesh . .	30	Includes the Pilot Development Project.
10	West Bengal . .	10	
11	Hyderabad . . .	10	Includes the Pilot Development Project.
12	Madhya Bharat . .	7	Ditto.
13	Mysore . . .	7	Ditto.
14	Pepsu . . .	6	Ditto.
15	Rajasthan . . .	15	
16	Saurashtra . . .	3	
17	Travancore-Cochin .	5	Includes the Pilot Development Project.
18	Bhopal . . .	3	Ditto.
19	Himachal Pradesh. .	4	Ditto.
20	Kutch	1	
21	Manipur . . .	1	
22	Vindhya Pradesh . .	3	Includes the Pilot Development Project.
	TOTAL .	241	

LETTER NO. CPA/31/54-PT, DATED THE 27TH AUGUST, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, OF ALL STATE GOVERNMENTS.

SUBJECT.—*Extension of the period of operation of the Community Projects/Blocks allotted in* 1952-53.

Please refer to item No. 7(4) of the list of Main Recommendations and Conclusions of the Third Development Commissioners' Conference held at Ootacamund in May last, copies of which were forwarded to you *vide* letter No. CPA/59/5/54, dated the 22nd June, 1954.

2. The question of extension of the period of operation of the Community Projects/Blocks allotted in 1952-53 has been considered by the Central Committee and it has been decided to extend the period of operation of these Projects/Blocks by one year, *i.e.*, from 30th September, 1955 to 30th September, 1956, subject to the condition that it does not involve any increase in financial provision over what has already been agreed to, or any excess over the specific ceilings—*e.g.*, on recurring expenditure on State and Project headquarters, on rupee expenditure; on expenditure 'other than loan'; etc.

3. While, with this extension of the period, the programme would be completed by September 1956, State Governments will have to make provision in their budgets for the continuance of the activities included therein. The budget provision for 1956-57 will no doubt include two elements—(a) the amounts required for the completion of the programme, and (b) the amounts required for continuance by State Governments of these activities for the remaining period of that year after the completion of the programme ; and in regard to (a) credit could be taken for the assistance available from the Central Government. In case some part of the work remains to be done even by the 30th September, 1956, it should be completed by the 31st March, 1957 at the latest.

4. The State Governments are, therefore, requested to take all possible steps to increase the tempo of work so as to ensure completion of the entire programme within the extended period.

5. As regards the Community Development Blocks, taken up in 1953, the three year period of operation should, it is considered, suffice in view of the fact that the cost of development is only Rs. 15 lakhs each, and the experience gained in working the Projects allotted in the previous year and the comparatively better position in regard to personnel and administrative set-up. In any case, it is premature to consider the question of extending their period of operation at this stage.

LETTER NO. CPA/163/36/54-P, DATED THE 13TH NOVEMBER, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT N.E.F.A.).

SUBJECT.—*Expansion of the National Extension Service and the Community Development Programme during the second Five Year Plan period.*

In Section III of Chapter XV of the first Five Year Plan, the Planning Commission—recommended that "the Central Government should assist State Governments in establishing extension organisations

so as to bring their entire area under extensive development within a period of about 10 years". In pursuance of this recommendation, a National Extension Service has been planned, and is being organised, in about 1200 Blocks to cover one-fourth of the country during the first Plan period, *vide* letter No. CPA/163/52 dated 29-4-53 (Blue Pamphlet).

2. The expansion programme for the second Five Year Plan was considered by the third Development Commissioners' Conference held at Ootacamund in May, 1954, and the following resolutions were passed :—

"(1) It would be possible in most States to cover the entire country with National Extension Service Blocks during the second Five Year Plan period. For this it would be necessary to enlarge adequately the training facilities, particularly in respect of village level workers, veterinary graduates, and subordinate engineering personnel.

(2) In order to provide continuously the necessary incentive to increased effort, the present distinction between National Extension Service Blocks and Community Project Blocks should be retained during the second Five Year Plan period also".

It is now proposed to plan the expansion of this programme with a view to covering the rest of the country during the second Plan period. This would mean progressive undertaking of work in about 3800 more Development Blocks, *vide* Annexure I. About half the number of Blocks, *viz.*, 1900 may be chosen from these Blocks for intensive development on the lines of Community Projects.

3. In order to enable State Governments to formulate their second Five Year Plan suitably so as to provide for this expansion programme, *a tentative* statement showing the number of Blocks allotable to each State, together with the order of expenditure involved for the Centre as well as for the State on the existing pattern of sharing expenditure, is forwarded herewith, *vide* Annexure II. The question of continuing the existing pattern of sharing expenditure (other than on staff) in respect of Blocks started during second Plan period is still separately under consideration.

It may be mentioned that there will be some spillover of expenditure from the first Five Year Plan into the second Plan period in respect of the Blocks taken up in 1954-55 and in 1955-56. In like manner, there will be a spillover of expenditure from the second Five Year Plan to the third Plan period in respect of the Blocks taken up in the last two years of the second Plan period. Possibly the "Carry in" and "Carry out" figures may balance each other and could be disregarded for purposes of planning. You may, however, wish to examine this so far as your State is concerned.

You will also take into account the continuing liability in the form of recurring expenditure on personnel in respect of the Community Project and National Extension Service Blocks which would have completed their three-year period of operation; the annual expenditure on this account is estimated at Rs. 33,000 per Block, of which 50 per cent will be borne by the Central Government as indicated in para 8 of the Note forwarded with this Administration's letter No. CPA/163/52 dated 29-4-53 (Blue Pamphlet). This pattern of assistance will continue in respect of the Blocks to be taken up in the second Five Year Plan. The Central Government's share for all States will, however, be subject to a ceiling of Rs. 6 crores a year, in respect of all Blocks whether started in the first or second Plan period.

4. It may also be mentioned in this connection that, as the entire country will be covered under the expansion programme by the end of the second Five Year Plan, the resources at present provided under various schemes *e.g.*, G.M.F. Minor Irrigation, Key—Village schemes etc. will form part of the resources available for the implementation of the N.E.S. programme.

5. You may now proceed to adumbrate your second Five Year Plan, in so far as Community Development and National Extension Service Programmes are concerned on the above basis, drawing up a phased programme from year to year, and formulating requirements of key personnel for the implementation of the expansion programme. The question of providing facilities and assistance in regard to training of various categories of personnel, particularly gram sevaks, veterinary graduates, and sub-ordinate engineering personnel, for the blocks to be taken up from year to year, is separately under consideration in consultation with the Ministries concerned, and a further communication will be sent to you later.

6. In the meantime, will you please let me know whether the proposals outlined in paragraph 2 and 3 above are generally acceptable to the State Government for the purpose of drawing up an expansion programme for National Extension Service and Community Development in the second Five Year Plan?

7. A reply is requested not later than 15-12-1954.

ANNEXURE I

COMMUNITY PROJECTS ADMINISTRATION

Statement showing the number of Block for allotment during the First and Second Five Year Plan periods.

Sl. No.	State	Population (in lakhs) excluding cities having more than one lakh population each	Approx. No. of Blocks to cover the population in Col. 3 at 66,000 per block	No. of Blocks to be taken up during the First Five Year Plan period so as to cover ¼th of the population	Community Development Projects/ Blocks allotted in 1952-53	Equivalent to Blocks of revised pattern, (No. given in Col. 6 multiplied by 65/45 or 1.44)	Blocks allotted in 1953-54: Community Development Blocks	Blocks allotted in 1953-54: N.E.S. Blocks	N.E.S. Blocks allotted in 1954-55	Total allotment so far made (7+8+9+10)	Block which remain to be undertaken during First Five Year Plan period (5-11)	Blocks to be during the Second Five Year Plan period 4 − (11+12)	Remarks
1	2	3	4	5	6	7	8	9	10	11	12	13	14
	Part 'A' States												
1	Andhra .	200.08	303	76	2 P	9	2	22	5	38	38	227	
2	Assam	90.43	137	34	2 P&2 D	12	3	12	5	32	2	103	
3	Bihar .	393.69	597	149	4 P&1D	19	2	14	20	55	94	448	
4	Bombay .	308.80	468	117	4 P &1D	19	6	28	22	75	42	351	
5	Madhya Pradesh.	205.41	311	78	4 P	17	4	30	44	95	..	216	
6	Madras .	328.55	498	125	4 P	17	4	28	20	69	56	373	

1	2	3	4	5	6	7	8	9	10	11	12	13	14
7	Orissa .	145.43	220	55	3 P	13	3	2	12	30	25	165	
8	Punjab .	119.92	182	46	4 P &3 D	22	4	7	8	41	5	136	
9	Uttar Pradesh.	593.07	899	225	6 P	26	8	40	30	104	121	674	
10	West Bengal	212.00	321	80	8 D*	8	3*	6*	10*	27	53	241	*These are of special type Community Development Block are Ruralcum-urban type. N. E. S. Blocks have an additional provision of Rs. 1 lakh for cottage industries.
Part 'B' States													
11	Hyderabad	174.36	264	66	2 P&1D	10	2	11	10	33	33	198	
12	Madhya Bharat.	72.71	110	28	2 P	9	2	3	7	21	7	82	
13	Rajasthan	147.01	223	56	7 D	10	2	12	15	39	17	167	
14	Mysore .	86.66	131	33	1 P	4	..	7	7	18	15	98	
15	Pepsu .	34.93	53	13	1 P	4	1	4	6	15	..	38	
16	Saurashtra	37.62	57	14	1 P	4	1	4	3	12	2	43	

17	Travancore-Cochin.	89.77	136	34	2 P	9	1	3	5	18	16	102	
Part 'C' States													
18	Ajmer .	4.96	8	2	1 D	1	..	1	..	2	..	6	
19	Bhopal .	7.34	11	3	1 P	4	1	3	3	11	..	..	
20	Bilaspur†	1.26	2	1	1 D	1	1	..	..	2	..	..	†Since merged into Himachal Pradesh.
21	Coorg .	2.29	3	1	1 D	1	1	1	..	3	..	..	
22	Delhi .	5.52	8	2	1 D	1	..	1	..	2	..	6	
23	Himachal Pradesh.	9.83	15	4	1 P	4	..	4	4	12	..	3	
24	Kutch .	5.67	9	2	1D	1	..	1	1	3	..	6	
25	Manipur .	5.77	9	2	1 D	1	..	..	1	2	..	7	
26	Tripura .	6.39	10	3	1 D	1	..	1	..	2	1	7	
27	Vindhya Pradesh.	35.74	54	14	1 D	1	2	3	3	9	5	40	
28	Jammu & Kashmir.	30.00M	44	11	1 P	3	..	10	..	13	..	31	
	Total .	3,355.21	5,083	1,274	45 P&31D	231	53	258	241	783	532	3,768	

P = Project.

D = Development Block.

M = Approximate.

ANNEXURE II

Expansion Programme for Community Development and N.E.S. Cost of Development

Sl. No.	State	Number of Blocks to be allotted		Total amount		Centre's Share				State's Share (Other than loan)		Short term Loan* @Rs. 1.00 lakh per block		Remarks
						Loan		Other than loan						
		Intensive Dev Blocks	N. E. S. Blocks	Intensive Dev Blocks@ Rs. 15 lakhs plus Rs. 1.0 lakhs for short term loans	N.E.S. Blocks @Rs. 4.50 lakhs plus Rs. 1.0 lakhs for short term loans	Intensive Dev Blocks @ Rs. 7.49 lakhs per block	N.E.S. Blocks @Rs. 1.0 lakhs per block	Intensive Dev Blocks @ Rs. 4.58 lakhs per Block	N.E.S. Blocks @ Rs. 2.25 lakhs per block	Intensive Dev Blocks @ Rs. 2.93 lakhs per block	N.E.S. Blocks @ Rs. 1.25 lakhs per block	Intensive Dev Blocks	N.E.S. Blocks	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	Andhra	113	114	1808.00	627.00	846.37	114.00	517.54	256.50	331.09	142.50	113.00	114.00	
2	Assam	52	51	832.00	280.50	389.48	51.00	238.16	114.75	152.36	63.75	52.00	51.00	
3	Bihar	224	224	3584.00	1232.00	1677.76	224.00	1025.92	504.00	656.32	280.00	224.00	224.00	
4	Bombay	176	175	2816.00	962.50	1318.24	175.00	806.08	393.75	515.68	218.75	176.00	175.00	
5	Madhya Pradesh	108	108	1728.00	594.00	808.92	108.00	494.64	243.00	316.44	135.00	108.00	108.00	

6	Madras .	186	187	2976.00	1028.50	1393.14	187.00	851.88	420.75	544.98	233.75	186.00	187.00
7	Orissa .	83	82	1328.00	451.00	621.67	82.00	380.14	184.50	243.19	102.50	83.00	82.00
8	Punjab .	68	68	1088.00	374.00	509.32	68.00	311.44	153.00	199.24	85.00	68.00	68.00
9	Uttar Pradesh.	337	337	5392.00	1853.50	2524.13	337.00	1543.46	758.25	987.41	421.25	337.00	337.00
10	West Bengal	120	121	1920.00	665.50	898.80	121.00	549.60	272.25	351.60	151.25	120.00	121.00
11	Hyderabad	99	99	1584.00	544.50	741.51	99.00	453.42	222.75	290.07	123.75	99.00	99.00
12	Madhya Bharat	41	41	656.00	225.50	307.09	41.00	187.78	92.25	120.13	51.25	41.00	41.00
13	Rajasthan	84	83	1344.00	456.50	629.16	83.00	384.72	186.75	246.12	103.75	84.00	83.00
14	Mysore	49	49	784.00	269.50	367.01	49.00	224.42	110.25	143.57	61.25	49.00	49.00
15	Pepsu .	19	19	304.00	104.50	142.31	19.00	87.02	42.75	55.67	23.75	19.00	19.00
16	Saurashtra	21	22	336.00	121.00	157.29	22.00	96.18	49.50	61.53	27.50	21.00	22.00
17	Travancore Cochin.	51	51	816.00	280.50	381.99	51.00	233.58	114.75	149.43	63.75	51.00	51.00
18	Ajmer .	3	3	48.00	16.50	22.47	3.00	13.74	6.75	8.79	3.75	3.00	3.00
19	Delhi .	3	3	48.00	16.50	22.47	3.00	13.74	6.75	8.79	3.75	3.00	3.00
20	Himachal Pradesh.	1	2	16.00	11.00	7.49	2.00	4.58	4.50	2.93	2.50	1.00	2.00
21	Kutch .	3	3	48.00	16.50	..	..	45.00	13.50	..	..	3.00	3.00
22	Manipur	3	4	48:00	22.00	..	..	45.00	18.00	..	..	3.00	4.00

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
23	Tripura .	3	4	48.00	22.00	..	..	45.00	18.00	..	..	3.00	4.00	
24	Vindhya Pradesh.	20	20	320.00	110.00	149.80	20 00	91.60	45.00	58 60	25.00	20.00	20.00	
25	Jammu & Kashmir.	15	16	240.00	88.00	112.35	16 00	68.70	36.00	43 95	20.00	15.00	16.00	
	Total .	1882	1886	30112.00	10373.00	14028.77	1875 00	8713.34	4268.25	5487.89	2343.75	1882.00	1886.00	

Note (1) Analysis of cost of development per block of each type is indicated in Annexures I & II of the Blue Pamphlet.

(2)* Short term loans to be provided through Reserve Bank of India, Cooperative Societies and State Governments. As these loans will be returnable mostly within one year and will, therefore be available for further disbursement from year to year, a provision at the rate of Rs. 3 lakhs for each block is not considered necessary for drawing up the Plan Budget, for this purpose a provision of Rs. one lakh per block for the total number of Blocks to be taken up during the Plan period may be regarded as adequate. The total amount required for this purpose will accordingly be Rs. 37.68 crores.

(3) No Block is to be allotted to Coorg and Bhopal as their areas will have been covered during the 1st Plan period.

(4) The entire expenditure (other than short-term loan) on the programme in respect of Kutch, Tripura and Manipur, has been tentatively shown under the column—'Centre's share—other than loan'. The portion of the expenditure representing 'third party' loans should be included, according to the existing procedure, in the Central Government's capital budget.

Letter No. CPA/8/P/55, dated the 1st February, 1955, from Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments except Andhra, Assam, Madras, Rajasthan, Saurashtra, Coorg, Delhi, Jammu and Kashmir and N.E.F.A.).

Subject.—*Allotment of N.E.S. Blocks for* 1955—56

The question of the allotment of additional National Extension Service Development Blocks to be taken up during the rest of the Plan period has been considered, and it is proposed to make the allotment in three instalments—in February 1955, in July 1955, and in January 1956. Having regard to the progress made, people's response, and availability of trained extension personnel etc., the allotment of blocks to your State, constituting the first instalment, is indicated in the attached list. The work in the new blocks may be taken up on 1st April, 1955. In the meantime, work of a preliminary nature, e.g., survey, may be undertaken in the blocks out of State Government's funds up-to a ceiling of Rs. 5,000 per block. This expenditure may be debited to the N.E.S. budget in April 1955.

2. The allotment is made subject to the following conditions :—

(a) *Trained Personnel.*—State Governments will ensure that the required number of qualified and trained extension personnel, particularly Gram Sevaks, are available to man the new blocks. Provision of personnel for these blocks should not mean depletion of trained personnel in the existing blocks. If trained personnel are not available in sufficient numbers, the programme should be staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted.

It may please be noted that in regard to future allotment of Blocks, an essential condition will be that the Gram Sevaks should have had both basic training in Agriculture for at least one year, as well as extension training for six months.

(b) *Siting of Blocks.*—The blocks should be so sited as to constitute compact administrative charges (*vide* para 3 of the Note in the Blue Pamphlet). The special needs of the areas inhabited by backward classes and scheduled tribes may also be kept in view in this connection. Wherever possible, the new blocks should be contiguous to those allotted previously, or taken up in multiple units *vide* suggestions made in letter No. CPA/163/53 dated 14-1-1954. If any exception is to be made, the prior approval of the Community Projects Administration should be obtained.

3. The programme and Budget Estimates for the full three-year period in respect of the Blocks taken up on 1st April, 1955, should be finalised early and copies thereof forwarded to the Community Projects Administration and Accountant General/Comptroller concerned by 31st of May, 1955. Prior approval of the Community Projects Administration, where necessary, should be obtained in advance of the above date.

4. The names of the areas which will be selected for development as N.E.S. Blocks against this allotment may kindly be communicated at an early date. Other requisite details in the prescribed proforma may be sent so as to reach the Community Projects Administration by 31st May, 1955.

ENCLOSURE

Allotment of National Extension Service Blocks in 1955-56

Sl. No.	State	No. of N.E.S. Blocks allotted	Remarks
1	2	3	4
1	Bihar . . .	30	
2	Bombay . . .	3	To cover larger area and population of Deesa, Nagar, Mohal. Khanapur and Haveli Talukas where the N.E.S. programme is already in operation against the 1953-54 allotment.
3	Madhya Pradesh . .	1	This is the Sindhewahi Block already in operation from 1-4-54.
4	Orissa	9	Includes one N.E.S. Block in operation from April 1954.
5	Punjab. . . .	5	
6	Uttar Pradesh . .	20	
7	West Bengal . .	10	
8	Hyderabad	4	
9	Madhya Bharat . .	1	
10	Mysore . . .	5	Includes blocks for development of irrigable area under Tungabhadra Project in Hospet and Bellary Talukas.
11	PEPSU . . .	5	
12	Travancore-Cochin .	1	For location near the Extension Training Centre at Kottarakara.

1	2	3	4
13	Ajmer	2	
14	Kutch	1	For location at Mandvi.
15	Bhopal . . .	2	
16	Manipur	1	
17	Himachal Pradesh . .	1	
18	Vindhya Pradesh . .	5	
19	Tripura	1	
	TOTAL .	107	

LETTER No. CPA/4/P/55, DATED THE 7TH MARCH, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT MANIPUR, N.E.F.A. AND JAMMU AND KASHMIR STATE).

SUBJECT.—*Conversion of 1953-54 N.E.S. Blocks into Community Development blocks for intensive development.*

Please refer to this Administration's letter No. CPA/3/54-P dated the 14th September, 1954, on the above subject. The question of the selection of the N.E.S. Blocks allotted during the year 1953-54 for conversion into Community Development Blocks, has been carefully considered by the Central Committee and the number of the blocks approved for each State is indicated in the enclosed statement.

2. Allotment to the States of Andhra, West Bengal, Travancore-Cochin Himachal Pradesh, and Tripura, has been deferred until July next, in view of the fact that the N.E.S. Blocks in operation in these States have, for various reasons, not yet reached the level of performance at which they can be taken up for more intensive development.

3. The selection of the individual N.E.S. Blocks for conversion into Community Development Blocks will be made by the State Governments. In so choosing, the State Governments will, it is hoped, give due regard to the progress of expenditure, accomplishment of physical targets, and people's contribution in cash, kind and labour, in the blocks. The names of the blocks chosen for conversion may kindly be communicated to this Administration at an early date.

4. The programme of work in these intensive development blocks will begin from April 1, 1955.

5. A further communication will be sent to you shortly, indicating the procedure for the adjustment of expenditure between the N.E.S. and the Community Development Block budgets.

ENCLOSURE

Statement showing number of N.E.S. Blocks to be converted into Intensive Development Blocks out of those allotted for 1953-54.

Sl. No.	State	No. of N.E.S. Blocks approved for conversion
1	Assam	8
2	Bihar	7
3	Bombay	14
4	Madhya Pradesh	15
5	Madras	20
6	Orissa	1
7	Punjab	4
8	Uttar Pradesh	28
9	Hyderabad	8
10	Madhya Bharat	3
11	Mysore	4
12	PEPSU	2
13	Rajasthan	6
14	Saurashtra	2
15	Ajmer	1
16	Bhopal	3
17	Coorg	1
18	Delhi	1
19	Kutch	1
20	Vindhya Pradesh	3
	TOTAL	132

D. O. LETTER No. CPA/27(27)/P/55, DATED THE 19TH MARCH, 1955, FROM SHRI U. L. GOSWAMI, SECRETARY, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO ALL DEVELOPMENT COMMISSIONERS AND DIRECTORS OF COMMUNITY PROJECTS, ETC.

I enclose copies of two letters from Mr. Albert Mayer to Shri Tarlok Singh, containing some observations on the present and proposed N.E.S. Programme. As you will see, he has made some valuable suggestions. You are already aware of the difficulties, and are no doubt taking suitable steps to overcome them. Nevertheless, you may find it profitable to consider his suggestions.

2. Mr. Mayer, who, as you probably know, was the architect of the Etawah Project, is an impartial observer, and is genuinely anxious about the points on which he has touched.

ENCLOSURE I

Dear Tarlok Singh,

Hello and how are you ?

I have been back in India for two weeks now, and have made some observations that I think are important and urgent, with respect to the present and proposed N.E.S. Programme, particularly with regard to the rate at which expansion is taking place and is proposed, culminating in the target of covering the whole nation in the second Five-Year Plan. I thought it best to write informally to you, so that you might or might not decide to do something further about it rather than to someone I know less well—particularly because I don't know just who is the person I should write to.

Also, please excuse pencil : but I have no typist available and yet want to have a carbon copy for my file.

Lastly, by way of introduction I may say that I will be here on March 15 and 16 (Tuesday and Wednesday), until the 16th evening. In case you wish to reach me to discuss this, you could call my hotel and if I am not there, leave a message for me.

I will divide this letter into two parts :

(1) A statement of the position that this rate of expansion is altogether too fast for effective work or anything like effective work.

(2) As it is unlikely that this view-point will cut any ice at this late date, I will venture to offer some suggestions, as to certain measures that I think must be taken to do the best possible job within the overall period and targets now proposed, which I believe are not yet contemplated or rather, not visibly implemented.

As to No. 1., it seems to me that the essence of the N.E.S. projects should be that thoroughness of planning and execution, that moral honesty of performance and reporting, which should distinguish the new development work from the old pattern of work in the field. This "new" attitude and standard of initiative and performance, characterized the early Pilot Projects—within human limits of fallibility and to a great extent the early Community Projects. However, with the beginning of the N.E.S. and the imperative orders to start such and such a number of projects on exact dates, regardless of availability of trained and devoted man-power or supply line, a serious deterioration started to set in. Projects were started with the merest skelton of personnel, often of quite inadequate character and understanding and instead of catching up we are falling further behind. The inadequacy of personnel in numbers, character, training, is deplorably visible and inevitable

at every level from the V. L. W. in the field right up to pretty high-level personnel. The supply line is behind and is getting further behind.

The cumulative result now visible and which will be more visible, is not only that less work will be accomplished than expected or that should be expected for the efforts and expenditures being made. That would be disappointing, but by no means disastrous. But the real and irremediable failure will be this : that all the "targets" set will be "achieved" on paper, just as they used to be "achieved" in the old days, on paper, by wishful reporting, by wishful acceptance of the reporting punctuated by prepared visits into the field. In other words, we shall be back where we started only on a much, much bigger scale, and the frustration will be more universal.

I do not ask you to accept my statement, which may sound too Cassandra-like. These views can be verified readily by impartial visits and discussions by someone not in the hierarchy to whom field people can talk freely without fear of being considered incompetent or inadequate, talking to really alert workers at any level who know what good work is. What I would like to help India avoid, and what is now happening and will increasingly happen in this over speeded programme, is a return to that self-deception at higher levels which the new India must get away from and stay away from; and that cynicism on the part of the people and the field workers, which we had begun to dispel.

I am deeply aware of the need for speed, and am not looking cut from any ivory tower. But I believe we are exceeding a realistic rate, and that if we could go ahead at an accelerated but not break-neck rate, we shall be further ahead five years from now and ten years from and be really creating the new and vital India, than by embracing the apparent rate now adopted.

The limitations now being ignored are these three :—

(1) Personnel

(2) Supply

(3) Research (to a lesser degree now, more so as time goes on).

In personnel, we do not have really pucca trainees ; operating and field personnel becomes progressively less good as we need more and more without changing basic preparation ; and administrative and supervisory personnel at upper levels is fully as inadequate because of lack of training, lack of orientation, lack of basis belief on the part of the large number of administrators now required at Sub-divisional, district and higher levels, who are now necessarily becoming involved. Development work is not merely a matter of commonsense or addition to duty whether reluctant or cooperative. It involves concepts, interrelationships, attitudes, techniques that are certainly not impossible to

absorb ; but which do take training and orientation. A very small proportion of the administrative cadre such as S.D.Os. or Collectors have it ; and there appears to be no time for them to get it in a concentrated way.

As for supplies, my experience with extension work in India is that the work has not much impact, unless the necessary supplies are available of the right quality, at the right time and in a convenient enough place for the villager to get it readily. We are out-running our supplies of pure seed, for example, and can't accumulate them fast enough. There are far too many cases where the people have done their part in Shramdan, and the building of culverts or metalling of roads that have been promised, are not available when needed and before the Monsoon. And so on. These shortcomings are not so much the faults of the people involved, as that we are not equating our action programme with the increase we can achieve in the quantity, quality and time-reliability of supplies.

As to inadequacy of research progress, my view is this. In the early days, of Pilot Projects and Community Projects, there was enough Research "on the shelves", so to speak, that we were able to take it, dust it off, put it in the form that people would understand and take up. But the fact is that this supply is running down, and we are beginning to need more applicable research. For example, in North India, except for Paddy, we have no Khariff varieties to recommend that are appreciably better than are being used. For a number of large soil and climate areas, we have no crops of any kind better than Desi. There is need for a cheaper, lighter seed drill than the standard Ms-Cormick drill, and some inferior ones are in the market, some really pucca. For a number of prevalent plant pests, we have no remedies. I have already said that this lack of research progress as thus illustrated is not immediately so important as it will be later on, but have noted it here because it completes the picture.

In presenting this picture, I do not feel I am overdrastic. I do want to make it clear that I know a number of fine gifted, devoted, well-trained people in the work; that a substantial amount of good work is being done; that some ingenious field research is being carried out on an *ad hoc* sort of basis. But the proportions of these favourable elements are going down, not up ; the morale of the good men is certainly being damaged by expectation of excessive of unattainable results.

So much in that picture. I would not like to point out a few aspects in which I think we might be planning and working to better advantage, to cope better than we are with the speed expected. Above I quoted only a few illustrations of the points I was trying to make, rather than attempting to be exhaustive. Here too, I am not attempting to suggest everything that could be done or should be done by way

of remedy, but rather, jotting down a few points of some importance. For example, in training, I am not proposing to outline all the thoughts or proposals that I have worked out elsewhere in rigorous reports, but just one or two salient matters. In fact, in this section, I will raise only three points rather miscellaneously.

With regard to training, our training basis is still that of taking untrained people and giving them 3 months or 6 months training, or whatever, in training camps. This was about the best we could do in an emergency. But now there is a long-term programme to be met. We should at once start equating the educational programme or syllabuses of our Secondary Schools and Colleges and Universities to our field requirements. We should not need to try to create in six months or four months a social education worker out of a man who knows nothing about it previously. His College training should fit him much more closely, and our training camps supply only the finishing elements. Instead of a big excess of B.A. and M.A. in English and Economics who can't find work, it seems to me we should work out some good degree courses (and/or higher secondary courses) with the educational people so that in 2 years from now, we can begin to get better and better men and better fitted men, than the same or worse that we began with.

And in some specialities, we are getting hopelessly behind. Examples: veterinary or animal husbandry officers ; overseers. In Agricultural Engineering, where the most acute need exists and very very few projects have anyone in this vital area, I believe only about 30 a year graduate in the entire country.

We should not only work out proper courses with the University, College and Secondary Schools ; but by a planned campaign advise the students where the real opportunities exist, so as to help channel them fruitfully. In short, we must do everything we possibly can—and we can do much to equate educational supply and demand, training and opportunity. Thus our cadres will improve, not deteriorate, because we will be creating more good well-trained men, rather than making do as an *ad hoc* basis with inadequate.

Another equating process of this kind will need to take place between our field needs and our growing research. Here the need is probably three-fold.

Close conference to acquaint the research people with what we in the field have found we need, what we lack, so that they can help us toward it.

This "equating" has another aspect—there must be more research quantitatively as well as adjustment directionally. In particular, there is not enough research that can be applied to particular regions or subregions.

Finally, there are nothing like enough field trials—in fact almost none. What there are, we generally "cook up" ourselves, painfully and no doubt in a not very pucca way.

It seems to me that the requirements are now sufficiently in focus based on an experience, that this "equating" can pretty intelligently take place, and that you people can and must allot funds and sinews in this purpose as part of this vast N.E.S. Programme.

My third point, of a rather different nature, is this. The programme, the criteria, the praise or criticism by upper authority has come to be excessively based on mechanical results. The heights or depths of this phase have been reached by the upside-down criterian that is now constently applied. How much money have you spent? Why haven't you spent it faster? Will you spend it all by such a date? The results of this are not only a false set of values and criteria—for the assumption is, incorrectly, that money spent is equivalent to good work achieved, when, equally often, better quantity and quality can be achieved for less money—but produce a sort of helter-skelter attitude and activity that are the negation of sound planning and development.

While it is not easy or happy to write in the vein I have, I felt, after pondering on it for sometime, that I was in duty bound to do so.

Best to you.

ALBERT MAYER,

Enclosure II

Dear Tarlok Singh,

Since writing you my letter of March 14th, I have re-read it. It is, obviously, somewhat fragmentary, particularly on the side of recommendations. Actually, all I had in mind was to call attention to a few major matters. And in fact, to do anything even reasonably adequate and comprehensive, would take a very long document indeed. By the addition of a few points in this letter, I will not be able substantially to remedy that, but rather to add a few equally important but yet somewhat random matters. May I ask you therefore to consider this as an addendum to be attached to my letter of March 14?

In connection with part 1, what might be called the observation and critique side, I want to say that one of the aspects of the countryside that is most impressive is that the people seem now much more alert and "on the move" than in my early days. They are really, in many places and situations pushing us and taking initiative. This in many cases compensates or partially compensates for our own defects of the type I noted in my last letter. But this makes it all the more

important that they be not led down ; *and* as they are often doing more than we may have bargained for, we by that very fact get further behind, and perform inadequately. As examples; when village people fulfil or more than fulfil a Shramdan target, a failure to deliver our promised material and work to complete, is more flagrant than if they had done nothing, or less. Similarly, if we have introduced improved poultry and it is enthusiastically taken up, and we either cannot supply birds (the supply line again!), or there is a disease they cannot cope with, or there is no market for the larger quantities of eggs and we cannot help adequately or have not foreseen and planned, they become more deeply frustrated than if nothing had happened. I certainly am not seeking perfection, but on the other hand such situations should be reasonably rare exceptions ; and my observation is that this is not the case, but that half thought-out or half-done jobs are far too frequent, far too often accepted.

2. In discussing, in my previous letter, the educational training problem, I spoke only of the importance and urgency of getting the existing Educational Institutions to produce more suited people for our kind of work.

I did not deal with what I may call the bread-and-butter problem of vastly improving our own present training camps and programme. This we can certainly do ; and in several types of camp we have successfully done so—though we have not as yet got it more widely adopted. I will pick out only two points in this connection, though there are other important ones that I will not go into here ;

(a) The syllabus is, generally, largely subject-matter and informational, and practical. But it does not emphasize or aim to produce resourceful people who have the initiative and ability to think through a situation, to find out how to get and to use facts. This is the important product of training.

(b) Trainees in Training Camps of the present duration, or even longer if that becomes feasible, nevertheless require an apprenticeship in a good going project of not less than two months, *after* the training camp. The in-service training is invaluable and indispensable. In a camp ; the trainee even with practicals does not know what a working project is, doesn't see the wheels go round, doesn't participate in the day-to-day decisions, problems, procedures, solutions. This apprenticeship makes the whole training experience more real, tangible, applicable.

If it is adopted, it is not difficult to carry out. However, the apprenticeship must also be carefully planned—as we have been able to do—so that it is not just a case of "fifth wheels", of a relaxing visit. The apprentice must be functionally involved, then he really learns; then, he contributes to the project, rather

than detracts from it, and each project selected, can thus absorb only a limited number. This has been tried out in several cases and places, and I know it can work very well if properly planned ; and the quality of product makes it well worth while.

Again, I must say, this note like the first one, is very partial, random, and barely illustrative—a Second Fragment.

Sd/—ALBERT MAYER.

LETTER No. CPA/4/P/55, DATED THE 22ND APRIL, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, OF ALL STATE GOVERNMENTS.

SUBJECT.—*Conversion of 1953-54 N.E.S. Blocks into Community Development Blocks for intensive development.*

Please refer to paragraph 5 of this Administration's letter No. CPA/4/P/55 dated the 7th March, 1955, on the above subject. The question of additional funds, period of operation, and budget and accounting matters relating to those N.E.S. Blocks which would be converted into Community Development Blocks for purposes of intensive development has now been considered and the following decisions have been reached :—

(i) The total period of operation of such blocks will be limited to 4½ years, from the date of original commencement of work as N.E.S. Blocks.

(ii) The *additional* funds available for the purpose will be determined by subtracting the actual expenditure incurred on these blocks under the N.E.S. Programme from the ceiling limit of Rs. 15 lakhs per block. The amount spent under the heads "Short-term Credit Facilities", and actual expenditure upto a ceiling of Rs. 50,000 under the head "Personnel" under the N.E.S. Programme will not be taken into account for this purpose.

(iii) The programme of work and the budget estimates in respect of these blocks will follow the pattern of the schematic budget given in Annexure II of the note appended to this Administration's letter No. CPA/163/52 dated the 29th April, 1953, and as elucidated in letter No. CPA/564/53-(Bud) dated the 8th/10th July, 1954.

(iv) The budget estimates for the additional expenditure will be prepared in the proforma given at Annexure 'A'* to this letter and will indicate *inter alia* the amount spent under each relevant item of the programme from the N.E.S. Budget.

*Not printed.

(v) The responsibility for the approval of the over-all programme and budget estimates, technical scrutiny of the schemes, and issue of financial sanctions etc. will rest with the State Governments so far as Parts 'A' and 'B' States are concerned, on the same terms and conditions as applicable in respect of the Community Development Blocks (1953-54) and communicated in this Administration's letter No. CPA/564/53-(Bud) dated the 11th March, 1954. Copies of the approved programmes of work and budget estimates will be forwarded to this Administration so as to reach by 31st May, 1955. In regard to Part 'C' States, the budget estimates when finalised may be sent to this Administration for approval.

(vi) The present procedure with regard to the recoupement of the Central Government's share of expenditure on the N.E.S. Blocks will continue in respect of these blocks. The certified statements of expenditure will be prepared and submitted to this Administration, for each half-year ending 30th September, and 31st March, respectively, in the proforma contained in Appendix B* to this letter.

(vii) The accounting arrangements applicable to the Community Projects/Blocks allotted during 1952-53 and 1953-54 will also apply to the expenditure in respect of these blocks.

LETTER No. CPA/4/P/55, DATED THE 1ST JULY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA, WEST BENGAL, TRAVANCORE-COCHIN, HIMACHAL PRADESH, AND TRIPURA.

SUBJECT.—*Conversion of* 1953-54 *N.E.S. Blocks into Community Development Blocks for Intensive Development.*

Please refer to para 2 of this Administration's letter of even number dated the 7th March, 1955, on the above subject. The question of the selection of the N.E.S. Blocks allotted during the year 1953-54 for conversion into Community Development Blocks, has been carefully considered by the Central Committee and the number of the blocks approved is indicated in the statement on the reverse.

2. The selection of the individual N.E.S. Blocks for conversion into Community Development Blocks will be made by the State Governments. In so choosing the State Governments will, it is hoped, give due regard to the progress of expenditure, accomplishment of physical targets, and people's contribution in cash, kind and labour, in the blocks. The names of the blocks chosen for conversion may kindly be communicated to this Administration at an early date. The decisions communicated in this Administration letter No. CPA/4/P/55 dated

*Not printed

22-4-1955 in regard to the additional funds, period of operation and budget and accounting matters, will also apply to these converted blocks.

3. The programme of work in these intensive development blocks will begin from 1st July, 1955.

ENCLOSURE

Statement Showing number of N.E.S. Blocks to be converted into intensive Development Blocks out of those Allotted for 1953-54

Sl. No.	State	No. of N.E.S. Blocks approved for conversion
1	Andhra	11
2	West Bengal	3
3	Travancore-Cochin	3
4	Himachal Pradesh	2
5	Tripura	1
	TOTAL .	20

LETTER No. CPA/8(30)/P/55, DATED THE 23RD JULY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA, BIHAR, BOMBAY, MADRAS, UTTAR PRADESH, WEST BENGAL, ORISSA, RAJASTHAN, MYSORE, MADHYA BHARAT, PEPSU & TRAVANCORE-COCHIN.

SUBJECT.—*Allotment of Additional National Extension Service Blocks for* 1955-56.

Please refer to this office letter No. CPA/8/P/55 dated 1st February, 1955, on the above subject wherein it was indicated that the second allotment of blocks to be taken up during the rest of the Plan period will be made in July, 1955. To enable the State Governments to start preliminary pre-extension work on the lines agreed to at the Simla Conference, the allotment of National Extension Service Blocks to your State constituting the Second instalment is indicated in the attached satement. The work in the new blocks will be taken up on 2nd October, 1955.

2. The allotment has been made subject to the following conditions :—

(i) *Trained Personnel.*—State Governments will ensure that the required number of qualified and trained personnel are available to man the Blocks. If trained personnel of any category are not available in required numbers, the programme may be staggered and a beginning made with a smaller number of Blocks instead of all the Blocks now allotted.

(ii) *Siting of Blocks.*—Selection of sites for the Blocks may be made on the lines indicated in para 2 (b) of this office letter No. CPA/8/P/55 dated February 1, 1955.

3. The programme and Budget Estimates for the full three-year period in respect of the Blocks taken up on 2nd October, 1955, should be finalised early and copies thereof forwarded to the Community Projects Administration and Accountant General/Comptroller concerned by 30th November, 1955. Prior approval of the Community Projects Administration, where necessary, should be obtained in advance of the above date. In the meantime, pre-extension work may be undertaken in the Blocks out of the State Governments funds upto a ceiling of Rs. 5,000 per Block. This expenditure may be debited to the National Extension Service Budget in October, 1955.

4. The names of the areas which will be selected for development as National Extension Service Blocks against this allotment may kindly be communicated at an early date. Other requisite details in the prescribed proforma may be sent so as to reach the Community Projects Administration by 30th November, 1955.

ENCLOSURE

Allotment of National Extension Service Blocks 1955-56

Sl. No.	State	No. of N.E.S. Blocks Allotted	Remarks
1	2	3	4
1	Andhra	6	
2	Bihar	32	
3	Bombay	7	

1	2	3	4
4	Madras	10	
5	Orissa	13	
6	West Bengal	6	
7	Uttar Pradesh	19	
8	Madhya Bharat	6	
9	Mysore	2	
10	Pepsu	1	
11	Rajasthan	9	
12	Travancore-Cochin	5	
	TOTAL .	116	

LETTER No. CPA/4/P/55, DATED THE 23RD NOVEMBER, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES (EXCEPT MANIPUR, N.E.F.A., AND JAMMU & KASHMIR).

SUBJECT.—*Conversion of National Extension Service Blocks into Community Development Blocks for intensive Development* 1955-56 *series.*

In this Administration's letter of even number dated April 22, 1955, it was stated that the total period of operation of the N.E.S. Blocks converted into Community Development Blocks for purposes of intensive development had been fixed at four and a half years reckoned from the date of original commencement of work as N.E.S. Blocks. The matter has been carefully reviewed, and in order to avoid financial and accounting difficulties and to facilitate assessments of progress on a uniform basis for converted blocks year-wise, it has been decided that the period of operation of the Community Development Blocks taken up by conversion from N.E.S. during the year 1955-56, will be 3 years from 1st April, 1955, irrespective of the actual date of their allotment or of the commencement of work either as N.E.S. or Community Development Blocks. Accordingly, the period of operation of these Blocks will be completed by 31st March, 1958. This may please be noted carefully and the programme of work and budget estimates finalised and copies forwarded to this Administration at a very early date.

LETTER No. CPA/8(31)/P/55, DATED THE 6TH JANUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, ORISSA, PUNJAB, UTTAR PRADESH, WEST BENGAL, HYDERABAD, MADHYA BHARAT, MYSORE, RAJASTHAN, SAURASHTRA, TRAVANCORE-COCHIN, AJMER, DELHI, HIMACHAL PRADESH, MANIPUR, TRIPURA, AND VINDHYA PRADESH.

SUBJECT.—*Allotment of National Extension Service Blocks*—1956-57.

The question of allotment of additional N.E.S. Blocks has been considered and the allotment to your State is indicated in the attached list. Work in the new blocks may be taken up on 1st April, 1956. In the meantime, preliminary work may be undertaken in the new blocks out of the State Government funds up to a ceiling of Rs. 10,000 per block, the actual expenditure being debited to the respective block budgets in April, 1956.

2. The allotment is made subject to the following conditions :—

(a) *Trained Personnel.*—State Governments will ensure that the required number of qualified and fully trained personnel are available to man the blocks. The departmental staff already working in the blocks should be taken into account for this purpose. This is in order to avoid duplication of staff, working in parallel independent of each, between the N.E.S. agency on the one side and the departmental agency on the other. If trained personnel of any category are not available in required numbers, the programme may be suitably staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted.

(b) *Siting of Blocks.*—The blocks should be so sited in one or more contiguous units as to constitute compact administrative charges *e.g.*, Tehsil, or Taluk (*vide* para 3 of the note in the Blue Pamphlet). Where this pattern has not been followed in the siting of blocks in the past, the new blocks now allotted should be utilised for correcting the position and be contiguous to the old blocks. If any exception is to be made, prior approval of the C.P.A. should be obtained.

3. It is assumed that the special needs of the areas inhabited by Backward Classes and Scheduled Tribes will be kept in view.

4. Block Advisory Committees should be constituted as early as possible, and their approval obtained for the programme for each block. The programme and the budget estimates for the three-year period in respect of the blocks taken up on 1st April, 1956, should be finalised and copies thereof forwarded to the C.P.A., and A.G./Comptroller concerned by the 31st May, 1956. Prior approval of the C.P.A., where required, should also be obtained in advance of the above date.

5. The names of the areas selected for development as N.E.S. Blocks against this allotment, together with the names and particulars of qualifications and experience of the Block Development Officers chosen, may kindly be communicated to the C.P.A. at an early date. Other requisite details in the prescribed proforma may also be sent by 31st May, 1956.

ENCLOSURE

Allotment of National Extension Service Block in 1956-57.

Sl. No.	State	No. of N.E.S. Blocks Allotted	
1	Andhra	20	
2	Assam	4	
3	Bihar	22	
4	Madhya Pradesh	9	
5	Madras	4	
6	Orissa	14	
7	Punjab	12	
8	West Bengal	*16	*Includes blocks required for re-adjustment of earlier series.
9	Hyderabad	16	
10	Madhya Bharat	16	
11	Mysore	5	
12	Rajasthan	5	
13	Saurashtra	2	
14	Travancore-Cochin	5	
15	Ajmer	1	
16	Delhi	1	
17	Himachal Pradesh	2	
18	Manipur	1	
19	Tripura	1	
20	Vindhya Pradesh	3	
21	PEPSU	4@	Allotment of 4 Blocks of PEPSU was made on 8th February, 1956 through a separate letter, the terms and conditions of allotment being the same.
	TOTAL	157	

NOTE.—Allotment to Bombay and U.P. are under consideration and will be communicated later.

LETTER No. CPA/1 (2)/P/56, DATED THE 23RD JANUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development and National Extension Service Programme.*

According to the procedure generally followed in several States, although the staff is posted in new National Extension Service Blocks at the time they are inaugurated, considerable time is spent in completing the various preliminaries *viz.,* surveys, formulation of programme and budget estimates, constitution of Block Advisory Committees etc. before actual development work is started. During this interval, which on an average extends from 3 to 4 months, the project staff, it is felt, is not employed fully on useful work. As the people's participation is an essential component of the development programme, this period could appropriately be utilised by the staff in establishing contacts with the village people and arousing their interest in development in order to ensure their prompt response immediately after the progamme is taken up. The following suggestions are offered in this regard for the consideration of State Governments :—

(1) During the first 2 or 3 months after the inauguration of the block, it would be desirable to get the people fully acquainted with basic features of the programme.

(2) The block staff should organise at least one mela during the aforesaid period. The mela should be utilised for the purpose on demonstrating visually the different phases of the programme. The occasion should also be utilised for organising informally discussions in the evenings. In the course of these discussions, the block staff with the assistance of such peripatetic staff as the Development Commissioner may be able to make available for the purpose, should explain to the people the manner in which the programme would be drawn up and implemented. Particular stress should be placed on the people's part both in the planning and the implementation of the programme.

(3) The first major activity of a physical nature undertaken in the blocks should be such as to make it possible for large numbers of people physically to participate in the programme. The particular job selected should have popular appeal *e.g.,* roads, irrigation, tanks and bunds etc. The items will naturally vary according to the locality.

2. In this connection, it may be mentioned that in Orissa, the block staff are engaged right from the very beginning in such welfare activities like drinking water wells, village link roads, etc., which evoke

spontaneous response from the people. A list of items constituting an interim programme which is taken up in advance of the approval of the full programme in that State, is enclosed for consideration of similar action in your State.

The action being taken or proposed to be taken by you may kindly be intimated to this Administration in due course.

ENCLOSURE

COMMUNITY DEVELOPMENT AND THE NATIONAL EXTENSION SERVICE

GOVERNMENT OF ORISSA

Interim programme which can be taken up in advance of approval of the full programme

Items of work which can be included in the interim programme	Unit cost	Total extent to which expenditure can be incurred
1	2	3
		Rs.
1. Surface wells	Rs. 400 (Govt. grant only)	4,000
2. Renovation of tanks	Rs. 500 (Govt. grant only)	3,000
3. Renovation of surface wells . .	Rs. 100 (Govt. grant only)	1,000
4. Culverts on village roads . . .	According to estimate in each case.	5,000
5. Adult literacy centres	Rs. 15 per month per centre.	Six months for a maximum of ten Centres. Rs. 900
6. Agricultural Extension activities miscellaneous expenditure.	..	500
7. Grants-in-aid for schools, hospitals etc. etc.	Not exceeding Rs. 500 in each case.	5,000

LETTER No. CPA/1 (11)/P/55, DATED THE 31ST JANUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Delimitation of the Boundaries of N.E.S. Blocks.*

In this Administration's letter No. CPA/163/53 dated January 14, 1954, certain suggestions regarding delimitation of the boundaries of N.E.S. Blocks were communicated to all States *vide* also para 3 of the Note in the Blue Pamphlet. In connection with the preparation of the Second Five Year Plan, the Planning Commission had also suggested division of each district in a few convenient 'planning areas' *e.g.*, tehsils or taluka boundaries or the coverage of the National Extension Service *vide* paragraph 10 of Planning Commission's Circular letter No. FY II/CDI/1/54 dated the April 28, 1954. From the several requests recently received from the State Governments proposing readjustment of the territorial boundaries of the existing projects or blocks, it appears that the suggestions made by this Administration have not been fully understood. As the Second Five Year Plan, during which the whole country is proposed to be covered under the N.E.S. Programme, is to come into operation very shortly, it is considered that the time has now come when the State Governments should review the whole matter and delimit the boundaries of the N.E.S. Blocks not only of those already in operation but also of those proposed to be taken up during the Second Five Year Plan in order to avoid administrative difficulties and the need for readjustments at a later date. This may be done in the light of the suggestions made in this Administration letter dated January 14, 1954, referred to above, amplified as follows :-

(a) The primary object of delimitation of N.E.S. Blocks is to take the unit of welfare administration one step further down than the unit of revenue administration. For instance, in major States the revenue Sub-Division will have four to six or more complete N.E.S. Blocks, in smaller States, the smallest revenue administrative unit, namely, Taluk, Tehsil etc. will generally have two or more complete N.E.S. Blocks. The N.E.S. Blocks will, therefore, be *sub-units* in the revenue administrative units of the State and will not cut across administrative boundaries. This will also serve to rationalise, and prevent parallel functioning of, Departmental staff.

(b) The total number of blocks required to cover a whole State will be obtained by dividing the total population of the State by 66,000. For purposes of this calculation, cities with a population of more than one lakh each will not be taken into

account. In this calculation, major panchayats and urban areas having a population of upto one lakh are included, though for the purposes of the actual programme such areas would normally be left out. The inclusion of these areas solely for purposes of calculation is intended to give the State Government a few additional N.E.S. Blocks as a sort of reserve.

(c) This reserve could be utilised for the purpose of delimiting blocks in sparsely populated, tribal, or hilly areas, where it may be necessary to lower the population coverage down to about 30,000.

(d) Where, for administrative and other reasons, it is considered that a block should be coterminus with a Tehsil, Taluka or Thana and delimited with a population of over 66,000 there is no objection to this. The figure of 66,000 is only an average for the State as a whole. Such blocks with a larger population will off-set the blocks referred to in (c) above with a smaller population, so that the average for the State is maintained.

(e) On an average, the ratio of 10 Village Level Workers per 66,000 population over the State as a whole should be maintained. In other words, it should be ensured that in no case the charge of a village level worker exceeds 1,300 families. It may happen that a particular block with a smaller area and lower population coverage may need a smaller staff *e.g.*, 6 or 7 Gram Sevaks, while another block with a larger population and a larger area may need a larger staff by way of Gram Sevaks, *e.g.*, 13 or 14 village level workers. Re-adjustment of the strength of staff between blocks is not normally envisaged, but where it becomes necessary, a reference to the Community Projects Administration may be made and prior approval obtained.

3. It is requested that the following information in respect of the delimitation of N.E.S. Blocks in your State, as a whole, may please be furnished, as early as possible in order to enable the Community Projects Administration to offer its comments or suggestions, where necessary.

District	Name of Tehsil, Taluka, Thana	Name of the Block	Area	Number of villages,	Population

LETTER NO. CPA/4/P/56, DATED THE 7TH FEBRUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, ORISSA, PUNJAB, U.P., WEST BENGAL, HYDERABAD, MADHYA BHARAT, MYSORE, PEPSU, RAJASTHAN, SAURASHTRA TRAVANCORE-COCHIN, BHOPAL, HIMACHAL PRADESH AND VINDHYA PRADESH.

SUBJECT.—*Conversion of N.E.S. Blocks into Community Development Blocks.*

Will you please refer to this Administration's letter No. CPA/29 (1)/P/55 dated June 15, 1955, on the above subject ? The question of the selection of additional N.E.S. Blocks for conversion into Community Development Blocks during the First Five Year Plan period has been carefully considered by the Central Committee and the number of blocks approved for each State is indicated in the enclosed statement.

2. The allotment is made subject to the following conditions—

(i) The selection will be made from the N.E.S. Blocks allotted during 1953-54 and 1954-55, strictly in accordance with the numbers approved for each series, as shown under columns 3 and 4 of the attached statement.

(ii) The selection of the individual N.E.S. Blocks for conversion into Community Development Blocks will be made by the State Governments. In so choosing, the State Governments will give due regard to the progress of expenditure, accomplishment of physical targets, and people's contributions in cash, kind and labour in the blocks.

It may also be ensured that every district in the State has a fair number of Community Project Blocks (taking into account all the Community Project Blocks so far allotted), so that their influence may be felt in the N.E.S. areas.

3. The names of the blocks selected for conversion, may please be communicated early for submission to the Central Committee.

4. The programme of work in these intensive development blocks will begin from 1-4-1956. Work of a preliminary nature could be taken up in the meantime.

5. The position regarding the balance of the blocks of the 1953-54 and 1954-55 series still remaining unconverted will be reviewed in August 1956, in the light of their progress reports for the period ending 30th June, 1956. If the level of performance in these blocks proves adequate for their being taken up for more intensive development, a proposal for their conversion into Community Development Blocks as from 2nd October, 1956, will be submitted to the Central Committee in August 1956.

ENCLOSURE

Statement showing number of N.E.S. Blocks to be converted into community Development Blocks out of those Allotted for 1953-54 & 1954-55.

Sl. No.	State	No. of blocks recommended for conversion		
		1953-54 series	1954-55 series	Total
1	2	3	4	5
1	Andhra	8	3	11
2	Assam	6	2	8
3	Bihar	6	10	16
4	Bombay	9	6	15
5	Madhya Pradesh	14	21	35
6	Madras	6	5	11
7	Orissa	1	7	8
8	Panjab	3	4	7
9	Uttar Pradesh	11	14	25
10	West Bengal	2	3	5
11	Hyderabad	3	5	8
12	Madhya Bharat	..	2	2
13	Mysore	2	4	6
14	PEPSU	3	3	6
15	Rajasthan	5	8	13
16	Saurashtra	1	2	3
17	Travancore-Cochin	..	1	1
18	Bhopal	1	1	2
19	Himachal Pradesh	1	1	2
20	Vindhya Pradesh	..	1	1
	TOTAL	82	103	185

LETTER NO. CPA/8 (31)/P/55, DATED THE 8TH FEBRUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF PEPSU, DEVELOPMENT DEPARTMENT, PATIALA.

SUBJECT.—*Allotment of National Extension Service Blocks* 1956-57.

Please refer to your letter No. DD 24 (5) CP-56/22 dated January 9, 1956, and subsequent telegram dated January 13, 1956, on the above subject.

2. The matter has been carefully considered and the allotment of 4 National Extension Service Blocks for 1956-57 is hereby made, having regard to availability of fully trained Village Level Workers to man the new blocks. Work in the new blocks may be taken up on 1st April, 1956. In the mean time, preliminary work may be undretaken in the new blocks out of the State Government funds up to a ceiling of Rs. 10,000 per block, the actual expenditure being debited to the respective block budgets in April, 1956.

3. The allotment is made subject to the following conditions :—

(a) *Trained Personnel.*—State Government will ensure that the required number of qualified and fully trained personnel are available to man the blocks. The departmental staff already working in the blocks should be taken into account for this purpose. This is in order to avoid duplication of staff, working in parallel independent of each, between the National Extension Service agency on the one side and the departmental agency on the other. If trained personnel of any category are not available in required numbers, the programme may be suitably staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted.

(b) *Siting of Blocks.*—The books should be so sited in one or more contiguous units as to constitute compact administrative charges *e.g.*, Tehsil, or Taluk (*vide* para 3 of the note in the Blue Pamphlet). Where this pattern has not been followed in the siting of blocks in the past, the new blocks now allotted should be utilised for correcting the position and be contiguous to the old blocks. If any exception is to be made, prior approval of the Community Projects Administration should be obtained.

4. It is assumed that the special needs of the areas inhabited by Backward Classes and Scheduled Tribes will be kept in view.

5. Block Advisory Committees should be constituted as early as possible, and their approval obtained for the programme for each block. The programme and the budget estimates for the three year period in respect of the blocks taken up on 1st April, 1956, should be finalised and copies thereof forwarded to the Community Projects Administration and A.G./Comptroller concerned by the 31st May, 1956. Prior approval of the Community Projects Administration where required should also be obtained in advance of the above date.

6. The names of the areas selected for development as National Extension Service Blocks against this allotment as also against the allotment made *vide* this office letter No. CPA/8 (30)/P/55 dated 22-7-1955

together with the names and particulars of qualifications and experience of the Block Development Officers chosen, may kindly be communicated to the Community Projects Administration at an early date. Other requisite details in the presecribed proforma may also be sent by 31st May, 1956.

LETTER No. CPA/31 (18)/56, DATED THE 13TH MARCH, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development Projects/Blocks* 1952-53 *Series.*

In this Administration's letter No. CPA/31/54-P dated August 27, 1954, the period of operation of the Community Projects/Blocks allotted in 1952-53 was extended by one year *i.e.,* from September 30, 1955, to September 30, 1956. In case some part of the work remained to be done even by September, 1956, it could be continued and finished by March 31, 1957. The object underlying the extension was to ensure completion of the entire programme in its intensive phase and to avoid possible lapse of funds.

2. From proposals recently received from some State Governments in regard to the termination of the project period at an earlier date *e.g.,* 31st March, 1956, it appears that the intention underlying the extention of the project period by one year has not been fully appreciated. The position is as follows :—

(i) There is no question of the Community Development programme being wound up on the 30th September, 1956. It is only the intensive phase of the programme which is financed by specific provisions in the block budget that will cease on that date. Thereafter, the staffing pattern as far an N.E.S. block will continue in these areas, and the development programmes already included in the various departmental budgets for implementation as part of the Second Five Year Plan in regard to development subjects *e.g.,* education, health, agriculture, communications, cottage industries etc. will be applied to these areas and implemented through the N.E.S. agency. The Community Development Programme in the post intensive phase is expected to continue on this pattern.

(ii) There is no objection to the intensive phase of the programme being terminated earlier than the 30th September, 1956, provided that the available funds under 'loan' and 'grant' heads in the approved Block budgets have been utilised. If funds under 'grant' only have been utilised, efforts should be made

to apply the 'loan' funds also before the termination of the project period. If there is no scope for utilising the loan funds on productive schemes already approved under any of the existing heads *viz.*, Animal Husbandry, Agriculture Extension, Irrigation etc., there is no objection to alternative programmes *e.g.*, rural electrification, village housing etc., being taken up in order to utilise the loan funds. The ceiling limit for expenditure on personnel under 'State and Project Headquarters' has already been increased and no difficulty is envisaged in that regard.

LETTER No. CPA/4/P/56, DATED THE 28TH MARCH, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS & SECRETARY TO THE GOVERNMENT OF ANDHRA, PLANNING & DEVELOPMENT DEPARTMENT, KURNOOL.

SUBJECT.—*Conversion of National Extension Service Blocks into Community Development Blocks* 1956-57.

Please refer to your telegram dated February 23, 1956, on the above subject.

2. The period of operation of the National Extension Service Blocks approved for conversion into Community Development Blocks *vide* this Administration letter No. CPA/4/P/56 dated February 7, 1956, will be three years, from April 1, 1956. Financial and accounting matters in respect of these blocks will be governed by the instructions contained in this Administration letter No. CPA/4/P/55 dated April 22. 1955.

Copy forwarded for information to the Development Commissioners of all other States (except N.E.F.A., Jammu and Kashmir, Ajmer, Coorg, Delhi, Kutch, Manipur and Tripura).

LETTER No. CPA/8 (31)/P/55, DATED THE 2ND APRIL, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER & ADDITIONAL SECRETARY TO THE GOVERNMENT OF BOMBAY, POLITICAL & SERVICES DEPARTMENT, SACHIVALAYA, BOMBAY.

SUBJECT.—*Allotment of National Extension Service Blocks* 1956-57.

Please refer to this Administration's letter of even number dated 6th January, 1956, on the above subject. The question of the allotment of additional National Extension Service Blocks to Bombay State has

been considered and an allotment of 18 blocks has been made as already communicated to you in this Administration's telegram of even number dated 8-3-1956, which is reproduced below :—

NO. CPA/8 (31)/P/55 REFER OUR LETTER EVEN NUMBER JANUARY SIXTH (.) ALLOTMENT OF EIGHTEEN NES BLOCKS OF STANDARD PATTERN APPROVED (.) EQUIVALENT NUMBER OF TALUKAS FOR THESE BLOCKS MAY BE WORKED OUT BY STATE GOVERNMENT (.) OFFICIAL LETTER FOLLOWS.

In view of the 'integrated scheme' adopted in Bombay State under which a complete Taluka is taken up as a unit of development under National Extension Service programme, the number of 18 National Extension Service blocks is a *notional* figure, and represents the maximum number of blocks in respect of which the Central Government assumes responsibility for payment of its share of expenditure in accordance with the agreed proportions. The number of equivalent *Talukas* in respect of these Blocks may be worked out by the State Government and the names of the Talukas together with other relevant details *e.g.*, area, number of villages and population coverage in respect of each, may be furnished to this Administration for the approval of the Central Committee.

The programme of work in the new blocks may be taken up on 1st April, 1956, and the allotment is subject to the terms and conditions applicable to the Blocks allotted to other States, as embodied in this Administration letter of 6th January, 1956 referred to above. The names and particulars of the Block Development Officers together with the statistical data of the blocks in the prescribed proforma may be furnished to this Administration at an early date.

LETTER No. CPA/13 (18)/P/56, DATED THE 10TH JULY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT N.E.F.A.).

SUBJECT.—*Community Development and National Extension Service Programme in the Second Five Year Plan period.*

Will you please refer to this Administration's letter No. CPA/13 (1)/P/56 dated January 21, 1956, on the above subject? A revised tentative programme for Community Development and National Extension Service within the approved allotment of Rs. 200 crores allocated in the Second Five-Year Plan, was considered at the Fifth Development Commissioner's Conference, held at Nainital in May last. A copy of the note on the subject together with the recommendations of the

Conference, is attached. (Annexure A.). These have been approved by the Central Committee. Salient points are briefly indicated in the following paragraphs.

2. The entire country will be covered with the National Extension Service during the Second Five Year Plan period. Not less than 40 per cent of the National Extension Service Blocks will be converted into Community Development Blocks. The year-wise phasing of the programme for the country as a whole will be as follows :—

Year	No. of N.E.S. Blocks	No. of N.E.S. Blocks to be converted into C.D. Blocks	Remarks
1956-57 . . .	500 plus 172*	250*	*Allotted towards the end of 1955-56 with the stipulation that the programme would be taken up on or after 1-4-56. Cost of development in these blocks would, therefore, be regarded as spill-over from the 1st to the Second Five Year Plan.
1957-58 . . .	650	200	
1958-59 . . .	750	260	
1959-60 . . .	900	300	
1960-61 . .	1,000	360	
TOTAL .	3,800 plus 172*	1,120 plus 250*	

As regards the year-wise phasing for each State, the suggestions made in Shri U. L. Goswami's D.O. letter No. CPA/13 (4)/P/55 of 27-5-1955 may be considered.

3. The actual allotment of blocks (both Community Development & National Extension Service) to the various States would depend on the progress of work, people's response to the programme, and the availability of fully trained personnel and other relevant factors. In regard to the conversion of National Extension Service Blocks into Community Development Blocks, the intention is that no National Extension Service Block, which will have worked for a full period of three years, would remain unconverted, provided it has reached the level of performance considered suitable for the purpose. Actual allotment of Blocks will continue to be made by the Central Committee.

*Annexure not printed

4. (1) The revised estimated expenditure for a three-year period in respect of a National Extension Service Block is Rs. 4 lakhs, and in respect of a Community Development Block is Rs. 12 lakhs, as shown in the schematic budgets given in Annexure B & C respectively. The provision for 'Other than loan' under the heads 'Irrigation' and 'Reclamation' in the schematic budgets is intended to provide for subsidy on private irrigation works. This subsidy will be shared between the Central and State Governments on the same terms as apply to the assistance under the Grow More Food Programme, and will be accounted for as indicated in this Administration's circular letter No. CPA/600/54-Bud dated 4-8-1955 and 22-3-1956.

(2) The financial implications of the programme on the basis of the revised schematic budgets are indicated in Statements I, II & III, appended to Annexure A. It will be observed therefrom that the total estimated cost during Second Five Year Plan period amounts to Rs. 218 crores. After making an allowance of 7½ per cent as probable shortfall in expenditure and/or an efficiency cut, the cost of the programme during the Second Plan period is not likely to exceed Rs. 200 crores.

(3) The development blocks (both National Extension Service and Community Development) allotted towards the end of 1955-56 and in which work was started on or after 1-4-1956, will also operate on the basis of the revised budgetary pattern.

(4) The existing pattern of sharing non-loan expenditure between the Centre and the States *viz.*, 50 : 50 in respect of recurring, and 75:25 in respect of non-recurring expenditure will continue during the Second Plan period.

(5) State Governments should also take into account the continuing liability in the form of recurring expenditure on personnel, to be retained on the National Extension Service pattern, in the Blocks which will have completed their scheduled period of operation. This expenditure, according to the accepted definition, is to be treated as 'committed' expenditure and not 'development' expenditure, and is *not* to be included in the cost of the development programme during the Plan. It is to be met from the revenue budget. The additional expenditure in this regard is estimated at Rs. 33,000 per annum per block, of which 50 per cent will be borne by the Central Government. This pattern of assistance will continue in respect of the blocks taken up during the Second Plan period. The Central Government's share for all the States is subject to a ceiling of Rs. 6 crores a year in respect of all such blocks whether started in the First or in the Second Plan period.

(6) With regard to the Community Development Blocks which will complete their scheduled period of operation by September, 1956, it has been agreed that savings, if any, may be utilised up to the end of

March, 1957, though the blocks would have reverted to the National Extension Service staffing pattern at an earlier date. This expenditure will also be shared between the Central and State Governments in accordance with the prescribed pattern.

(7) In order to assist in keeping up the tempo of work in the Community Development Projects/Blocks on completion of the scheduled period of operation during the Second Plan, it has been decided to provide an additional expenditure of Rs. 30,000 per annum per block for a period of three years under two heads—

1. Local Works	Rs. 25,000
2. Social Education	Rs. 5,000

This expenditure will also be shared between the Central and the State Governments in the prescribed proportion. Separate accounts will have to be maintained and submitted to the Central treasury in due course. A separate communication will follow in regard to the manner in which this grant is intended to be utilised.

5. State Governments may now please work out the year-wise cost of development on the revised budgetary pattern and in the light of the foregoing remarks, and furnish the same to this Administration by the 10th August, 1956.

LETTER No. CPA/31/P/56, DATED THE 16TH JULY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA, ASSAM, MADRAS, BIHAR, ORISSA, BOMBAY, PUNJAB, MADHYA PRADESH, UTTAR PRADESH, WEST BENGAL, HYDERABAD, MADHYA BHARAT, RAJASTHAN, MYSORE, PEPSU, TRAVANCORE-COCHIN, VINDHYA PRADESH, BHOPAL, KUTCH, JAMMU & KASHMIR, HIMACHAL PRADESH, TRIPURA, MANIPUR AND SAURASHTRA.

SUBJECT.—*Allotment of National Extension Service Blocks*—1956-57.

Please refer to this Administration's letter No. CPA/31/P/56 dated the 28th May, 1956. The question of allotment of additional national Extension Service Blocks for 1956-57 has been considered, and the number allotted to your State is shown in the attached list. The balance of allotment for 1956-57 is proposed to be made by the end of December, 1956, provided fully trained personnel are available. Work in the blocks now allotted may be taken up on 2nd October, 1956. In the meantime, preliminary work may be undertaken in these new blocks up to a ceiling of Rs. 10,000 per block.

2. The allotment is made subject to the following conditions :—

(a) *Trained Personnel.*—State Governments will ensure that the required number of qualified and fully trained personnel are available to man the blocks, including Gram Sewaks and Block Level Extension Officers. The departmental staff already working in the blocks should be taken into account for this purpose so as to avoid multiple agencies working in parallel within the Block areas. If trained personnel of any category are not available in required numbers, the programme should be suitably staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted.

(b) *Siting of Blocks.*—The blocks should be so sited in one or more contiguous units as to constitute compact administrative charges *e.g.,* Tehsil, or Taluk (*vide* para 3 of the note in the Blue Pamphlet). Where this pattern has not been followed in the siting of blocks in the past, the new blocks now allotted should be utilised for correcting the position and be located contiguous to the old blocks. If any exception is to be made, prior approval of the Community Projects Administration should be obtained.

3. The development work in the blocks will be a three-year programme formulated on the basis of the revised expenditure pattern as recommended at the Fifth Development Commissioners' Conference, held at Nainital in May last, the ceiling limit in respect of which is Rs. 4 lakhs. Instructions in this regard have been issued, *vide* Community Projects Administration letter No. CPA/13 (18)/P/56 dated 10-7-56.

4. It is assumed that the special needs of the areas inhabited by backward classes and scheduled tribes will be kept in view.

5. Block Advisory Committees should be constituted as early as possible, and their approval obtained for the programme for each block. The programme and the budget estimates for the three-year period in respect of the blocks taken up on 2nd October, 1956, should be finalised and copies thereof forwarded to the Community Projects Administration and A.G./Comptroller concerned by the 30th November, 1956. Prior approval of the Community Projects Administration, where required, should also be obtained in advance of the above date.

6. The names of the areas selected for development as National Extension Service Blocks against this allotment, together with the names and particulars of qualifications and experience of the Block Development Officers chosen, may kindly be communicated to the Community Projects Administration at an early date. Other requisite details in the prescribed proforma may also be sent by 30th November, 1956.

ENCLOSURE

Allotment of National Extension Service Block 1956-57

Sl. No.	State	No. of N.E.S. Blocks allotted	
1	2	3	
1	Andhra	20	
2	Assam	11	
3	Bihar	28+14@	
4	Madras	23	Includes one block to be taken up around Poonamalle Health Orientation Training Centre.
5	Orissa	20	
6	Madhya Pradesh	15	
7	Panjab	6	
8	West Bengal	20	
9	Uttar Pradesh	80	Includes 8 blocks required for delimitation of the 6 C.D. Blocks of 1952-53 and 1953-54 series consequent on their normalisation.
10	Hyderabad	7	
11	Madhya Bharat	6	
12	PEPSU	1	
13	Mysore	6	
14	Travancore-Cochin	8	
15	Bhopal	2	
16	Kutch	1	
17	Vindhya Pradesh	2	
18	Jammu & Kashmir	10	For Jammu Province only.
19	Saurashtra	3‡	
	TOTAL	269 +14=283	

@Additional 14 blocks allotted to Bihar *vide* letter No. CPA/31/P/56, dt. 30-8-1956.

‡Allotment of 3 blocks to Saurashtra was made subsequently *vide* letter No. CPA/31/P/56 dated 30-8-1956.

Letter No. CPA/31/P/56, dated the 20th August, 1956, from Community Projects Administration, New Delhi, to the Development Commissioner, Government of Saurashtra, Rajkot.

Subject.—*Allotment of Additional N.E.S. Blocks for* 1956-57.

Please refer to your D. O. letter No. DD/A/818 dated August 7, 1956, to Shri Jaganathan, on the above subject.

2. In the circumstances explained therein and having regard to the revised figures regarding the availability of trained Village Level Workers to man the additional blocks, the question of allotment of blocks to Saurashtra State has been carefully reviewed and the allotment of 3 N.E.S. Blocks to the State is hereby approved. These blocks may be located so as to cover the 3 Taluka Development Blocks *viz.,* Savar-Kundla, Morvi and Limbdi where the programme of pre-extension work already in operation, is due to expire shortly. The 4th block proposed to be located at Sayla may be deferred until December, 1956, when the balance of allotment for 1956-57 within the allotable quota for the year is proposed to be made. The work in the blocks now allotted may be taken up on 2nd October, 1956. In the meantime, preliminary work may be undertaken in the new blocks upto a ceiling expenditure of Rs. 10,000 per block.

3. The allotment is made subject to the following conditions :—

(a) *Trained Personnel* :—State Government will ensure that the required number of qualified and fully trained personnel are available to man the blocks including Gram Sewaks and Block Level Extension Officers. The departmental staff already working in the blocks should be taken into account for this purpose so as to avoid multiple agencies working in parallel within the Block areas. If trained, personnel of any category are not available in required numbers, the programme should be suitably staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted.

(b) *Siting of Blocks.*—The blocks should be so sited in one or more contiguous units as to constitute compact administrative charges *e.g.,* Tehsil, or Taluk (*vide* para 3 of the note in the Blue Pamphlet). Where this pattern has not been followed in the siting blocks in the past, the new blocks now allotted should be utilised for correcting the position and be located contiguous to the old blocks. If any exception is to be made, prior approval of the Community Projects Administration should be obtained.

Letter No. CPA/31/P/56, dated the 24th August, 1956, from Community Projects Administration, New Delhi, to the Development Commissioners and Additional Secrerary to the Government of Bombay, Political and Services Department, Bombay.

Subject.—*Allotment of Additional N.E.S. Blocks* 1956-57.

Please refer to this Administration letter of even number dated July, 16 1956, on the above subject.

2. The question of allotment of additional N.E.S. Blocks to your State has been considered in the light of the information furnished in your letter No. CDB. 4056/73986-G dated July 28, 1956 and an allotment of 8 N.E.S. Blocks has been made as already communicated to you in this Administration's telegram of even number dated the August 18, 1956, which is reproduced below :—

No. CPA/31/P/56 (.) REFERENCE YOUR LETTER CDB. 4056/73986-G JULY TWENTYEIGHTH (.) ALLOTMENT OF EIGHT N.E.S. BLOCKS OF STANDARD PATTERN APPROVED (.) EQUIVALENT NUMBER OF TALUKAS FOR THESE BLOCKS MAY BE WORKED OUT BY STATE GOVERNMENT (.) LETTER FOLLOWS.

3. The number of 8 N.E.S. Blocks has been determined on the basis that only 80 fully trained Village Level Workers will become available in October, 1956 to man the new blocks. The availability of 20 Village Level Workers as shown under Col. 7 of the statement forwarded with your letter referred to above has not been taken into account. It is not clear how this number will come surplus as a result of the normalisation of 1952-53 and 1953-54 series of Community Projects/Blocks where only 227 Village Level Workers (181 trained plus 46 untrained) are in position, without indicating the precise number of normalised blocks and the number of Village Level Workers with which they will be manned. It is also observed that out of the total number of 875 Village Level Workers at present in position, 128 are untrained. As even the normalised blocks should be staffed with trained Village Level Workers, it is necessary that all untrained persons should be withdrawn from the field in suitable batches and sent for training as early as possible.

4. In view of the 'integrated scheme' adopted in Bombay State under which a complete Taluka is taken up as a unit of development under National Extension Service Programme, the number of 8 N.E.S. Blocks is a notional figure, and represents the maximum number of blocks in respect of which the Central Government assumes responsibility for payment of its share of expenditure in accordance with the agreed proportions. The number of equivalent Talukas in respect of these blocks may be worked out by the State Government and the names of

the Talukas together with other relevant details *e.g.*, area, number of villages and population coverage in respect of each, may be furnished to this Administration for the approval of the Central Committee.

5. The programme of work in the new blocks may be taken up on 2nd October, 1956 and the allotment is subject to the terms and conditions applicable to the blocks allotted to other States, as embodied in this Administration letter of 16th July, 1956 referred to above. The names and particulars of the Block Development Officers together with the statistical data of the blocks in the prescribed proforma may be furnished to this Administration at an early date.

LETTER NO. MCD/4 (32)/P/56, DATED THE 22ND SEPTEMBER, 1956, FROM MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF (ANDHRA, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, ORISSA, PUNJAB, UTTAR PRADESH, WEST BENGAL, HYDERABAD, MADHYA BHARAT, MYSORE, PEPSU, RAJASTHAN, SAURASHTRA, TRAVANCORE-COCHIN AND HIMACHAL PRADESH).

SUBJECT.—*Conversion of National Extension Service Blocks into Community Development Blocks.*

Please refer to para 5 of this office letter No. CPA/4/P/56 dated February 7, 1956, on the above subject. The question regarding conversion of the balance of 64 N.E.S. blocks into Community Development Blocks, out of the quota of the First Five Year Plan, has been carefully considered by the Central Committee in the light of the relevant factors *viz.*, progress of Government expenditure, people's contribution and physical achievements in respect of the N.E.S. blocks of 1953-54 and 1954-55 series upto the period ended 31-3-1956, and the number of blocks approved for conversion in each State is indicated in the enclosed statement.

2. The allotment is made subject to the following conditions—

(i) All the remaining N.E.S. Blocks of 1953-54 series as shown in column 3 of the attached statement shall be converted into Community Development Blocks.

(ii) The selection of N.E.S. Blocks of 1954-55 series for conversion into Community Development Blocks will be made in accordance with the number shown in column 4 of the attached statement. As in the past, the selection of individual N.E.S. Blocks for purposes of conversion will be made by the State Governments. In so choosing, the State Governments will give due regard to the progress of expenditure, accomplishment of physical targets, people's contribution in cash, kind and labour, and *increase in agricultural production which has already taken place as also further scope for such an increase in the blocks.*

3. It may be noted that these blocks will operate on the basis of the revised budgetary pattern as indicated in Annexure 'C' to this Administration letter No. CPA/13(18)/P/56 dated the 10th July, 1956.

4. The programme of work in these intensive development blocks will begin from 2nd October 1956. The names of the blocks selected for conversion may please be communicated at an early date for submission to the Central Committee.

ENCLOSURE

Statement showing number of N.E.S. Blocks to be converted into community Development Blocks out of those Allotted for 1953-54 & 1954-55.

Sl. No.	State	Number of blocks recommended for conversion.		
		1953-54 Series	1954-55 Series	Total
1	2	3	4	5
1	Andhra	3	1	4
2	Assam	..	1	1
3	Bihar	2	4	6
4	Bombay	8	3	11
5	Madhya Pradesh	..	4	4
6	Madras	2	3	5
7	Orissa	..	3	3
8	Panjab	..	2	2
9	Uttar Pradesh	3	7	10
10	West Bengal	1	2	3
11	Hyderabad	1	1	2
12	Madhya Bharat	..	2	2
13	Mysore	1	1	2
14	Pepsu	..	1	1
15	Rajasthan	1	3	4
16	Saurashtra	1	..	1
17	Travancore-Cochin	..	1	1
18	Himachal Pradesh	1	1	2
	TOTAL	24	40	64

LETTER No. MCD/11 (7)/P/56, DATED THE 8TH OCTOBER, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT ASSAM, ORISSA, UTTAR PRADESH, JAMMU AND KASHMIR, TRIPURA, MANIPUR, HIMACHAL PRADESH, DELHI, AND N.E.F.A.).

SUBJECT.—*Community Development and N.E.S. Programme Reorganisation of States.*

The States Reorganisation Act, 1956, will come into force on the 1st November, 1956. It provides for territorial adjustments in several of the existing States, including disintegration and merger of some of the States, and the formation of certain new ones. Part II of the Act provides for territorial changes generally on the basis of complete districts, sub-divisions and tehsils/talukas. Cases involving adjustment of distribution of a tehsil or taluka between two States will be very few and are not likely to present any serious difficulty in the continuance of the Community Development and N.E.S. Programme in the reorganised States since the existing blocks have, in a large majority of cases, been so located as not to cut across normal administrative boundaries *e.g.,* district, tehsil or talukas. Some difficulty may, however, arise as in the case of Hyderabad where such adjustments also have been carried out in respect of some circles within the taluka and where the development blocks are transferred to the new or the reorganised State but the administrative staff employed in the blocks does not go over to the new State. It is, therefore, necessary that the whole question should be taken up for consideration *immediately* and satisfactory arrangements for resumption or continuance of the development programme in the blocks affected by the proposed changes, decided upon in advance and kept ready for being brought into effect immediately the new Act comes into operation. It will also be appreciated if full details of all the existing projects and blocks which will be affected by the proposed changes could be collected immediately and furnished to this Ministry in the enclosed* proforma so as to reach by the 25th October, 1956.

2. The following observations are also made in this connection.

(i) The entire responsibility for the continuance of the Community Development and N.E.S. Programme in the projects and blocks affected by the proposed changes, will rest with the State Governments to which they would be transferred. The Development blocks transferred in full from one State to another should, as far as possible, be continued as separate blocks under the old names. In cases where a block is divided between two States, it will be the responsibility of the Governments of

*Not printed.

both the States concerned, to continue the development programme in the areas under their respective charge, either by merging them into some of the other existing blocks or by continuing them as separate blocks after suitable territorial readjustments, in accordance with the principles indicated in Community Projects Administration Letter No. CPA/1 (11)/P/55 dated 31-1-1956 and approved by the Development Commissioners' Conference at Nainital.

(ii) The cost of development pogramme during the Second Five Year Plan in respect of the States affected by the changes may be worked out and intimated in due course.

3. The financial procedure in respect of blocks transferred from one State to the other either in whole or in part as a result of the proposed reorganisation, will be in accordance with the provisions of Parts VI to VIII of the Act and may be broadly indicated as under :

(i) The total expenditure actually incurred by the existing States on such blocks upto the date of their transfer may be intimated to the 'Successor' States with necessary details thereof. As block-wise record of expenditure incurred on Community Development/N.E.S. Programme is being maintained at present by the State Government as well as the State Accountant General, there should be no difficulty in furnishing the above information to the 'Successor' States. In the case of blocks transferred in part, proportionate share of block expenditure based on population should similarly be intimated to 'Successor' State, if the actual share of expenditure cannot be worked out.

(ii) The 'Successor' State which will be responsible for implementation of the programme relating to the 'transferred' blocks will incorporate the previous expenditure incurred thereon, as intimated by the 'existing' State, in the progressive expenditure in respect of the block to enable it to watch the overall progress of block expenditure against the approved ceilings.

(iii) Liabilities incurred by the 'existing' State on a block prior to its transfer but not adjusted in the accounts upto the date of transfer, will be treated as liabilities of the 'Successor' State and paid for by the latter after necessary verification in accordance with the provisions of Section 91 of the Act.

(iv) The expenditure in the existing blocks during the current financial year, prior to their transfer to the successor State, excluding the liabilities referred to in (iii) above, will be met from the financial provision already made for the purpose in the budget for 1956-57 of the existing State. The 'Successor' State

will be responsible for providing funds in their State, budget (Revised Estimates) to cover the expenditure on the transferred blocks during 1956-57 *i.e.,* after the appointed date, upto 31-3-1957, including the liabilities, if any, referred to in (iii) above. Credit for the Centre's share of expenditure on such blocks may also be budgetted for on the same basis.

4. Detailed instructions in regard to the precise manner of exhibition of the expenditure on the blocks transferred in whole or in part to other States, in the half-yearly certified statements of expenditure to be submitted by the 'existing' or 'Successor' States for purposes of payment of Centre's share of expenditure, reconciliation of such expenditure with audited figures, and the method of payment of Centre's share, will be issued on receipt of precise information in regard to the blocks affected by the proposed changes, as asked for in paragraph 1 above.

5. Any points of doubt or difficulty may be referred to this Ministry for clarification.

LETTER No. MCD/31/P/56, DATED THE 19TH OCTOBER, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT (COMMUNITY PROJECTS ADMINISTRATION), NEW DELHI, TO THE ADDITIONAL CHIEF SECRETARY, GOVERNMENT OF RAJASTHAN, JAIPUR.

SUBJECT.—*Allotment of Additional N.E.S. Blocks*—1956-57.

In continuation of this Ministry's letter of even number dated the 9th August, 1956, allotment of one additional N.E.S. Block of Rajasthan State for 1956-57 is hereby approved. The block may be located around Mount Abu area. The programme of work in this block may be taken up on 1-11-1956. The terms and conditions governing the allotment of this additional block will be the same as communicated in this office letter No. CPA/31/P/56 dated 16-7-1956.

LETTER No. MCD/1 (20)/P/56, DATED THE 20TH OCTOBER, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT (COMMUNITY PROJECTS ADMINISTRATION) NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Projects/Developments Blocks—Programme for Post-Intensive Period—Non-Project Inputs.*

SIR,

You are aware that the Community Projects and Development Blocks allotted in 1952-53 and 1953-54 series are in the process of being transformed into N.E.S. pattern at the end of their scheduled period

of intensive development. It is, therefore, very necessary to guard against any possible danger of retrogression and neglect setting in, and undoing the progress made in these areas, after transformation into N.E.S. Blocks. The question has been engaging the attention of this Ministry and the State Governments for quite some time. This was also discussed at the fifth Development Commissioners' Conference held at Nainital in May, 1956, and certain specific recommendations were made. Attention is also invited in this connection to the Community Projects Administration's letters No. CPA/9/1/P/55 dated 12-9-55 and No. CPA/31 (18)/P/56 dated 13-3-1956 in which it was emphasised that the development programmes included in the various departmental budgets for implementation as part of the Second Five Year Plan in regard to the various subjects, *e.g.*, education, health, agriculture, communications, cottage industries, housing etc., will have to be applied to these areas and implemented through the N.E.S. agency.

2. According to a study *vide* Evaluation Report on the working of Community Projects and N.E.S. Blocks, April 1956, (pages 28-34) made by the Programme Evaluation Organisation in 15 Community Projects (13 Community Projects with three Blocks each and 2 single Blocks), the three-year period from October 1952 to September 1955 has witnessed "not only considerable activity and expenditure on account of the project programme, but in a number of cases, an appreciable rise in the tempo of other developmental expenditure also". The proportion of project expenditure to the total developmental expenditure during this period in these areas ranged from 18 per cent to 54 per cent. In other words, non-project expenditure in these areas ranged from 46 per cent to as high as 82 per cent of total developmental expenditure. It is only in two cases that the figure fell below 50 per cent. In the light of this evidence it will, perhaps, be correct to conclude that, by and large, the quantum of work and expenditure under non-project items has been greater than that under the Community Development Programme even in the project areas. This is as it should be, since project funds are meant to be nucleus funds intended to be supplemented by the resources of the various departmental budgets of the State Governments.

3. It follows from the above that in order to maintain, if not accelerate, the rate of progress in these blocks in the post-intensive period, it is necessary that an increasing proportion of the allocations made under the various departmental budgets in the State plans should be spent in the Community Development Blocks on their reversion to the N.E.S. pattern. It is suggested that, wherever possible, *e.g.*, minor irrigation, such allocations be made on a block-wise basis, and necessary budget provision also secured for the purpose. It is understood that the Government of Bihar have adopted this procedure. It should

be remembered in this connection that since the area covered by intensive operation will have grown more receptive to self-help, the investment of departmental efforts is likely to receive a substantially higher return in terms of physical targets. It is in recognition of this fact that the pilot projects on cottage industries development, women's programmes, co-operatives, housing etc., are being undertaken in these areas.

4. The Programme Evaluation Organisation in its Third Annual Report has stated that in determining the set-up and activities for the post-Community Project phase in the area, three major principles should be kept in view :—

(i) They should be in accord with the main lines of the long-term economic and social development of the area as indicated by its needs and resources.

(ii) They should provide for effective and close co-ordination of the efforts of the project agency with the larger programme of development in the area, and
phase.

(iii) There should be considerable flexibility in terms of finance, staff and organisation which should be determined primarily by the content of the programme being undertaken in this

In most of the projects, the activities of the project agency in this phase will have to concentrate on three main fields—(i) agricultural extension, (ii) industrial extension and (iii) building up the popular institutions,—the co-operatives and the panchayats. (*vide* p. 9-10 of the Report).

5. The Ministry of Community Development are in general agreement with the above suggestions. The Development Commissioners/ Directors of Community Projects are, therefore, requested immediately to take up the matter with the Heads of respective Departments in their States and work out a detailed plan of work in the completed Community Development Blocks for the post-intensive period. In this connection, I forward a copy of a note prepared by the Government of Rajasthan on the subject. You may find this of interest. Needless to say that major emphasis should be on the economic aspects of the programme, *viz.*, (i) increasing food production through development of agriculture, animal husbandry, irrigation, reclamation etc., and (ii) development of cottage industries.

This Ministry may kindly be kept informed of the action taken in this matter, and of any assistance that can be rendered from the Centre.

ENCLOSURE

Normalisation

Community Development Blocks of 1952-53 and 1953-54 series will be running out their operational period of intensive development by end of September, 1956 and will revert to National Extension Service pattern. The services initiated during the intensive development period in these blocks will, however, continue to operate. Necessary budgets of the various departments concerned for such services and institutions. When these blocks revert to National Extension Service pattern there will be provision only for the staff given in the schematic budget for National Extension Service Blocks and hence the staff which is surplus to this pattern will be borne on the cadre, of the department concerned. Provision for recurring expenditure will be made in the Departmental Budgets. The provision for non-recurring items can, however, be utilised upto March, 1957. The Block Development Officers/Development Officers will, however, continue to exercise administrative control as heretofore over such institutions and services.

Apart from such services and institutions which can be taken up by the State Department concerned, there would be other items like Recreation Centres, Libraries, Drinking Water Supply and which are not being looked after at present by any particular department in the State. Provision, however, for their maintenance will have to be made and hence it is desired that the Development Officers/Block Development Officers bring their concrete proposals for the maintenance and continuance of such programme along with their financial implications.

The Community Projects Administration have indicated that some money for Local Development Works and for Social Education will be available during the post-intensive (Normalisation) period. It would be useful in the meantime to consider the proposals of the Development Officers and to assess the requirements of finance for such services during the normalisation period.

LETTER NO. MCD/4(32)/P/56, DATED THE 24TH OCTOBER, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT (COMMUNITY PROJECTS ADMINISTRATION), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Conversion of N.E.S. Blocks into Community Development Blocks.*

It appears that there is some doubt about the precise period of operation of an N.E.S. Block after it is converted into a Community

Development Block during the Second Five Year Plan period. In this connection, a reference is invited to the revised schematic budgets of the N.E.S. and Community Development Blocks as laid down in Annexures 'B' & 'C' of this Ministry's letter No. CPA/13(18)/P/56 dated 10-7-1956, (pink pamphlet), from which it will be observed that the scheduled period of operation of either type of blocks is three years. There will, however, be no objection to an N.E.S. Block being converted for intensive development before three years, if warranted by its progress of work and expenditure, but it will not affect in any way its period of operation as a Community Development Block which will be three years. It will also be observed from statement III appended to the aforesaid letter, that the additional cost on account of conversion of N.E.S. Blocks into Community Development Blocks during the Plan period has been worked out on the basis of full three year operation of the latter type of blocks. This may kindly be noted and the cost of the development programme during the Second Five Year Plan calculated accordingly.

LETTER No. MCD/31(37)/P/56, DATED THE 4TH JANUARY, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA PRADESH, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, MYSORE, ORISSA, PUNJAB, KERALA, UTTAR PRADESH, WEST BENGAL, RAJASTHAN, JAMMU & KASHMIR, MANIPUR AND TRIPURA.

SUBJECT.—*Allotment of N.E.S. Blocks* 1957-58 *Series.*

Please refer to this Ministry's letter No. MCD/31(37)/P/56 dated November 10, 1956, on the above subject. The question of allotment of N.E.S. blocks for 1957-58 has been considered and the number allotted to your State is shown in the attached list. The allotment has been made after allowing a margin to provide for depletions in the form of promotions diversions and wastage from the rank of Village Level Workers. The work in these blocks may be taken up on 1st April, 1957. In the meantime, preliminary work may be undertaken in these blocks up to an expenditure ceiling of Rs. 10,000 per block.

2. The allotment is made subject to the following conditions :—

(a) The State Governments should in the first instance ensure that fully trained personnel are in position in the existing blocks before they take up new areas. If trained personnel of any category are not available in required numbers for the new blocks, the programme should be suitably staggered and a beginning made with a smaller number of blocks instead of

all the blocks now allotted. The departmental staff already working in the areas selected for location of new blocks should be taken into account so as to avoid multiple agencies working in parallel within the block areas.

(b) The blocks should be so sited in one or more contiguous units as to constitute compact administrative charges *e.g.*, tehsil or taluqa etc. Where this pattern has not been followed in the siting of blocks in the past, the new blocks now allotted should be utilised for correcting the position and be located contiguous to the old blocks. If any exception is to be made, prior approval of the Ministry of Community Development should be obtained.

(c) In locating the Blocks, the interest of rapid increase in agricultural production and the special needs of the areas inhabited by backward classes and Scheduled Tribes will also be kept in view.

3. The programme of work in these blocks will be formulated on the basis of the revised expenditure pattern as communicated in this Ministry's letter No. CPA/13 (18)/P/56 dated July 10, 1956, (Pink Pamphlet).

4. Block Advisory Committees should be constituted as early as possible and their approval obtained for the programme in each block. The programme and budget estimates for the three year period should be finalised in consultation with the Block Advisory Committee as early as possible and copies thereof forwarded to this Ministry and the Accountant General concerned by 31st March, *at the latest.* Prior approval of the Ministry where required should be obtained in advance of the above date.

5. The names of the areas selected for development as N.E.S. blocks against this allotment together with the names and particulars of qualifications and experience of Block Development Officers chosen, may kindly be communicated at an early date. Other requisite details may be forwarded by the 31st March, 1957, *at the latest.*

6. The balance of allotment for 1957-58 is proposed to be made by 15th June, 1957. The State Governments are therefore, requested to send the requisite information regarding availability of trained Village Level Workers as on 1-10-57 in the prescribed proforma so as to reach by 16th May, 1957.

The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Allotment of National Extension Service Blocks 1957-58.

Sl. No.	State	No. of N.E.S Blocks allotted
1	Andhra Pradesh	25
2	Assam	8
3	Bihar	38
4	Madhya Pradesh	30
5	Madras	15
6	Mysore	10
7	Orissa	18
8	Punjab	25
9	Kerala	8
10	Uttar Pradesh	18
11	West Bengal	20
12	Rajasthan	14
13	Jammu & Kashmir	10
14	Manipur	1
15	Tripura	1
	TOTAL	241

Note.—Allotment to Bombay is under consideration and will be communicated later.

LETTER No. MCD/31 (37)/P/56, DATED THE 17TH JANUARY, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER AND EX-OFFICIO SECRETARY TO THE GOVERNMENT OF BOMBAY, POLITICAL, AND SERVICES DEPARTMENT, SACHIVALAYA, FORESHORE ROAD, BOMBAY-1.

SUBJECT.—*Allotment of N.E.S. Blocks for* 1957-58.

Please refer to this Ministry's letter of even No. dated January 4, 1957, on the above subject.

2. The question of allotment of additional N.E.S. Blocks to your State has been considered in the light of the information furnished in your letter No. NES. 4056/132584-X dated December 31, 1956, and an

allotment of 40 N.E.S. Blocks to Bombay State for 1957-58 is hereby approved as detailed below :

1. Residuary Bombay Unit	20
2. Vidarbha Unit	14
3. Saurashtra Unit	4+2@ (addl. 2 blocks allotted on Feb. 9, 1957).
4. Kutch Unit	1
5. Marathwada Unit	1
TOTAL .	40+2@

@Allotment of two additional blocks to Bombay were being located in Saurashtra region made *vide* letter No. MCD/31 (37)/P/56 dated the 9-2-1957.

3. In view of the 'Integrated Scheme' adopted in erstwhile Bombay State under which a complete Taluka is taken up as a unit of development under the N.E.S. Programme, the number of 20 N.E.S. Blocks for the residuary Bombay unit is a notional figure and represents the maximum number of blocks in respect of which Central Government assumes responsibility for payment of its share of expenditure in accordance with the agreed proportions. The number of equivalent Talukas in respect of these blocks may be worked out by the State Government and the names of the Talukas together with other relevant details *e.g.*, area, number of villages, and population coverage in respect of each, may be furnished to this Ministry.

4. The programme of work in the new block may be taken up on 1st April, 1957 and the allotment is subject to the terms and conditions applicable to the blocks allotted to other States as embodied in this Ministry's letter of 4th January, 1957 referred to above. The names and particulars of the Block Development Officers, together with the statistical data of the blocks in the prescribed proforma may be furnished to this Ministry at an early date.

LETTER No. 31(34)/56-P, DATED THE 2ND MARCH, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF MADHYA PRADESH, PLANNING AND DEVELOPMENT DEPARTMENT, CIVIL SECRETARY, BLOCK 'C', BHOPAL.

SUBJECT.—*Allotment of N.E.S. Blocks for* 1956-57.

Please refer to your letter No. 2332/XXII/Dev.1/56 dated December 27, 1956, on the above subject.

2. Leaving aside the special multipurpose tribal projects, the position is that against the allotment of 15 blocks to the erstwhile State of

Madhya Pradesh for inauguration on 2nd October, 1956, 27 blocks were actually started as under :—

(i) Mahakoshal area 21

(ii) Vidarbha area 6

Thus including the blocks in Vidarbha since merged in Bombay State, the action of the State resulted in starting of 12 N.E.S. Blocks in excess of the allotment. The matter has been carefully considered in the light of the position stated in your letter No. 1959/PCD/57 dated February 3/4, 1957, and having regard to the availability of Village Level Workers as indicated in your letter No. 918/P&D/56 dated December, 6, 1956 it has been decided *as a special case* to accord approval to the allotment of 7 additional blocks to Madhya Pradesh for 1957-58. The total allotment for Madhya Pradesh for 1957-58 will now increase from 30 to 37. The terms and conditions governing the allotment of these 7 additional blocks will be the same as communicated in this Ministry's letter No. MCD/31 (37)/P/57 dated 4-1-57.

3. As regards the 8 multipurpose projects allotted by the Ministry of Home Affairs, the position has already been explained in para 3 of this Ministry's letter No. MCD/31(37)/P/56 dated December 21, 1956. These projects have got to be made co-terminus with the N.E.S. Blocks and accommodated within the allotment made by this Ministry from time to time. As these projects have actually been started over and above the N.E.S. Blocks allotted in 1956-57, it is suggested that they may be adjusted against the allotment for 1957-58. Thus 12 blocks referred to in para 2 above and 7 multipurpose projects *i.e.*, a total of 19 blocks should be adjusted against the total allotment of 37 blocks for 1957-58.

4. The blocks which have been actually opened on 2-10-56 must be counted for all purposes as having been opened on that date, particularly with reference to the date of termination of the first three years period.

5. The receipt of this letter may kindly be acknowledged.

LETTER No. 31 (37)/56-P, DATED THE 26TH FEBRUARY, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF MADRAS, PUBLIC (R. D. P.) DEPARTMENT, FORT ST. GEORGE, MADRAS—9.

SUBJECT.—*Allotment of additional N.E.S. Blocks*—1957-58.

Please refer to your D.O. Letter No. 5041/RDP IX/57-1 dated the February 13, 1957, to Shri Tandon regarding the allotment of 4 additional N.E.S. Blocks to Madras.

2. The matter has been reviewed in the light of the position stated in the aforesaid letter and having regard to the availability of fully

trained Village Level Workers in April, 1957, an allotment of 4 additional National Extension Service Blocks to Madras State for 1957-58 is hereby approved. The terms and conditions governing the allotment of these four blocks will be the same as communicated in this Ministry's letter No. MCD/31(37)/P/56 dated January 4, 1957.

LETTER NO. 2(1)/57-P, DATED THE 23RD MARCH, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA, ASSAM, BIHAR, BOMBAY, ORISSA, M.P. MADRAS, KERALA, PANJAB, U.P., WEST BENGAL, RAJASTHAN, MYSORE, MANIPUR, TRIPURA, AND JAMMU & KASHMIR.

SUBJECT.—*Conversion of N.E.S. Blocks into Community Development Blocks.*

In accordance with the phasing of the programme indicated in this Ministry's letter No. CPA/13 (18)/P/56 dated July 10, 1956 (pink pamphlet) 200 N.E.S. Blocks are scheduled to be converted into Community Development Blocks during 1957-58. The matter has now been considered and it has been decided to convert approximately half of this number on 1st April, 1957 and the balance on 2nd October, 1957. It has also been decided to treat the 43 special multipurpose tribal blocks (number given *vide* Col. 5 of the attached statement) allotted by the Ministry of Home Affairs as Community Development Blocks from their inception and to adjust them against the quota of conversions for 1957-58. This decision has been taken in view of the special pattern of development programme and expenditure envisaged in these blocks, and a detailed communication in the matter will follow shortly.

2. In view of the above position the number of blocks available for conversion on 1st April, 1957 is rather small and the number allotable to some States may be less than their share on the basis of their phased programme and cost included in the Second Plan. Shortage, if any, will it is hoped be made up in October, 1957 when the next allotment of conversions will be made.

3. The question of conversion of the remaining blocks has been carefully considered on the basis of the assessment made in this Ministry *vide* details given in the Annexure and the number of blocks approved for conversion in each State is indicated in the enclosed statement. It is requested that those States whose performance is below average, should take active steps to increase the tempo of work.

4. The allotment is made subject to the following conditions :—

(i) All the existing N.E.S. Blocks in which work was actually started on 1-4-1954, as shown in Col. 3 of the attached statement, shall be converted into Community Development Blocks.

(ii) The selection of N.E.S. Blocks of 1954-55 October series (Col. 4 of the attached Statement) for conversion into Community Development Blocks will be made with due regard to the progress of expenditure, accomplishment of physical targets, people's contribution in cash, kind and labour, *and increase in agricultural production which has already taken place, as also further scope for such an increase in the blocks.*

5. The programme of work in these intensive development blocks will begin from 1st April, 1957. The names of the block selected for conversion may please be communicated to this Ministry at an early date.

ENCLOSURE

Statement

Sl. No.	State	Number of blocks approved for conversion			
		1954-55 series April Series	1954-55 series October Series	Special multipurpose projects in Tribal areas allotted by the Ministry of Home Affairs	Total
1	2	3	4	5	6
1	Andhra	..	2	4	6
2	Assam	..	..	7	7
3	Bihar	..	2	8	10
4	Bombay	10	..	7	17
5	Orissa	3	..	4	7
6	Madhya Pradesh .	12	..	10	22
7	Kerala	..	2	..	2
8	Madras	6	..	..	6
9	Punjab	..	2	..	2
10	Uttar Pradesh . .	..	5	..	5
11	West Bengal . .	..	3	..	3

1	2	3	4	5	6
12	Mysore	..	3	..	3
13	Jammu & Kashmir .	..	5	..	5
14	Rajasthan	..	1	1	2
15	Manipur	..	..	1	1
16	Tripura	..	..	1	1
	TOTAL .	31	25	43*	99

*These blocks were to be made co-terminous with NES blocks allotted on or after 1-4-56. If this has not already been done they may be adjusted against the No. of new NES blocks allotted w.e.f. 1-4-57.

LETTER No. 1 (20)/56-PC, DATED THE 3RD JUNE, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Post-intensive phase.*

Will you please refer to this Ministry's letter No. MCD/1 (20)/P/56 dated October 22, 1956, in which certain suggestions regarding the programme to be followed in the blocks in their post-intensive phase were made?

2. Problems relating to the transition to the post-intensive phase have been examined in Chapters, I, VI, and X of the fourth Evaluation Report of the Programme Evaluation Organisation, April, 1957. This Report, as you know, was considered by the Sixth Development Commissioners' Conference recently held at Mussoorie. Their Main Recommendations and Conclusions (which have already been forwarded to you separately) on the subject are given below :—

(I) The transition at the various stages, namely, pre-NES to NES, NES to CD, and CD to post-intensive phase, should be carefully planned so that the arrangements for the next stage are well in hand before that stage is reached.

(II) The maintenance of facilities established under the CD Programme should be the responsibility of the Local Authorities and of the Government Departments concerned. This responsibility should be settled in advance so that there would be no difficulty regarding the agency for maintenance after the work is completed. In some areas where Local Authorities do

not exist, it might be necessary to utilise the agency of the Block staff for maintenance of village roads etc. The funds for such maintenance will have to be found from the funds of the concerned Departments.

(III) In view of the fact that a wide measure of disparity in regard to the facilities provided existed between different villages in a Block, special attention will have to be paid to the removal of this disparity to avoid frustration on the part of the less fortunate villages. Preference should be given to such villages in carrying out local works in the post-intensive stage, and a certain amount of flexibility in regard to the scale of people's contribution for local works be allowed in their case.

(IV) There is need for integrating project expenditure with non-project expenditure on rural development. This would be possible only when the development schemes included in the Five Year Plan are broken up blockwise. Once this was done, it would be easier to integrate the project plans with the non-project plans pertaining to a Block. The following order of priorities in carrying out the State Development plans, was recommended :

(i) Post-intensive phase blocks

(ii) National Extension Service blocks.

(iii) Non-project areas

(iv) Community Development blocks

(V) Loan funds will have to be provided by the Government agency for some time to come for the post-intensive blocks.

3. The Central Committee which considered the recommendations of the Mussoorie Conference on the 22nd May, 1957, endorsed these recommendations and laid particular stress on two important factors, namely :—

(a) that the post-intensive phase should be regarded as a phase of continuing development rather than one for maintenance of facilities already established, and should be planned for accordingly ;

(b) that the block should form the unit of development for planning as well as for implementation. Minimum programmes in various fields of development should be drawn up to provide for the basic minimum requirements of the block over a

period of time. Project expenditure should be integrated with non-project expenditure for purposes of rural development, as indicated in para 2 (IV) above.

4. It is requested that the above recommendations be followed while drawing up programmes for the blocks in their post-intensive phase.

5. A spare copy of the note* on "Post-Intensive Phase" prepared by this Ministry with reference to Agenda Item 8 (ix) of the Mussoorie Conference is also forwarded herewith. The points made therein may also be taken into account. Some of them have been covered in the recommendations made above. If you have any further suggestions on the subject, will you kindly send them to this Ministry, so that they can be pooled and forwarded to other State Governments for consideration ?

Letter No. 8(1)/57-PC, dated the 13th August, 1957, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of Andhra, Assam, Bihar, Jammu & Kashmir, Delhi, M.P., Madras, Orissa, Mysore, Kerala, West Bengal, Punjab, Bombay, Tripura, Rajasthan and Himachal Pradesh.

Subject.—*Allotment of N.E.S. Blocks—1957-58 Series.*

Will you please refer to this Ministry's letter No. MCD/31 (37)/P/56 dated January 4, 1957, on the above subject? It was indicated therein that the balance of allotment for 1957-58 will be made in June, 1957. The allotment of N.E.S. blocks to your State, constituting the second instalment for 1957-58 is indicated in the attached statement.

2. You will notice that in working out the number of blocks that can be allotted to a State a small number of Village Level Workers have been set apart to provide for promotions, diversions, etc. in the ranks of Village Level Workers. The work in these blocks may be taken up on 2nd October, 1957, or any later date, subject to fulfilment of the following conditions, particularly those in para 2 (a) below. In the meantime, preliminary work may be taken in these blocks incurring expenditure upto a ceiling of Rs. 10,000 per block until it is formally opened.

2 (a) State Governments should ensure that fully-trained personnel are in position in the existing blocks before they take up new areas. If trained personnel of any category are not available in required numbers for the new blocks, the programme

*Not Printed.

should be suitably staggered, and a beginning made with a smaller number of blocks instead of all the blocks now allotted. A block should be opened only when the requisite staff, according to pattern, is available to man it ; *in any case, at least a Block Development Officer, an Extension Officer for Agriculture, and the necessary complement of trained Gram Sevaks, shall be the minimum staff in position before a block is formally opened.* The staff so posted should not be drawn at the expense of other blocks.

3. In deciding the date from which preliminary work will be taken up in a block and expenditure incurred against the advance allotment of Rs. 10,000, care should be taken to ensure that the expenditure from that date till the date by which it would be possible to formally start the block on fulfilment of the condition laid down in paragraph 2 (a), will not exceed the advance allotment of Rs. 10,000. It would be advisable not to incur in the preliminary period much expenditure on recurring items.

4. The considerations to be observed while selecting location for blocks which have been laid down by this Ministry from time to time, should be duly observed, in particular that the block should be contiguous to existing blocks so as to form a compact unit, that it is desirable to locate the blocks around Extension Training Centres and other similar institutions, and that the special needs of backward classes and scheduled tribes should be met. Preference may also be given to areas comprising a number of Gramdan Villages.

5. The programme of work in these blocks, may be formulated on the basis of the revised expenditure pattern as communicated in this Ministry's letter No. CPA/13 (18)/P/56 dated the 10th July, 1956 (Pink Pamphlet).

6. Block-Advisory Committees should be constituted as early as possible and their approval obtained for the programme in each block.

7. Names of the areas selected for development as N.E.S. Blocks against this allotment should be intimated to this Ministry together with the dates of their formal opening on fulfilment of the conditions laid down in para 2 (a) above.

8. The normal initial advance of Rs. 50,000 per block will be paid only on the formal opening of the block. Requisite statistical data regarding the blocks may be forwarded so as to reach by 31st December, 1957.

The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Allotment of N.E.S. Blocks—(1957-58 Series)

Sl. No.	State	No. of N.E.S. Blocks allotted	Remarks
1	2	3	4
1	Andhra Pradesh	35	
2	Assam	7	
3	Bihar	35+6‡	
4	Jammu & Kashmir . . .	12	
5	Madras	23	
6	Orissa	20*	*Includes two additional blocks taken up in June, 1957 *vide* letters Nos. 8 (7)/57-PC dt. June 13 and August 2 1957.
7	Mysore	18*+14†	*This covers the 10 blocks in which the pre-extension work was authorised to be taken up with effect from 1-4-57 *vide* this Ministry's letter No. 31(37)P/56 dated March 5, 1957.
8	Punjab	12	
9	Madhya Pradesh	15	
10	Rajasthan	14	

†Allotment of 14 additional blocks to Mysore was made *vide* letter No. D(1)/57-P.C. dated 5-9-57.

‡Allotment of 6 additional blocks to Bihar was made *vide* letter No. 8(1)/57 P. C. dated 13-9-57.

1	2	3	4
11	Kerala	10	
12	West Bengal	15	
13	Himachal Pradesh . . .	2*	*For formal adjustment of one multi-purpose project taken up in October, 1956.
14	Delhi	1	
15	Tripura	1	
	TOTAL . .	220+20	

LETTER No. 1(24)/57-PC, DATED THE 3RD SEPTEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Allotment of N.E.S. Blocks.*

According to the existing arrangement, allotment of N.E.S. Blocks is made having regard *inter-alia* to the availability of trained personnel especially full trained Village Level Workers. Experience of the working of the programme has shown that in some cases, the number of blocks allotted has exceeded the preparedness of the State Governments to respond to the needs of the programme. In a few States even the minimum essential staff as indicated in para 2(a) of this Ministry's letter No. 8 (1)/57-PC dated 13-8-57 was not available for inaugurating the blocks. The reaction of this on the programme has evoked very strong criticism in Parliament and outside. It has, accordingly become necessary that the expansion of the N.E.S. programme should follow the preparedness of the State Governments to take up additional blocks and that, to assess this annual discussions with the Development Commissioners and other State Officers should be held in Delhi during a convenient period *i.e.,* November and December every year. The discussion will be held individually with each State and should normally not extend beyond a day. All Technical Officers of this Ministry will be expected to participate in this discussion. It will thus be possible for the Ministry to ascertain the assistance that can be offered from the Centre in the effective implementation of the programme. During these discussions accomplishment, organisation, training etc., would also be reviewed, and the position would be examined with respect to points like :

(1) setting up of a State Development Committee;

(2) setting up of an Informal Consultative Committee of the State Legislature;

(3) introducing an elected element in Block Advisory Committee, by making Presidents of Panchayats or their elected representatives members;

(4) how far has inter-departmental co-ordination been ensured, to what extent has the block as the unit of planning and development been accepted, and a system of block-wise allotment of departmental funds been actually introduced;

(5) Post-intensive blocks.

(6) arrangements for field supervision, decentralisation and delegation of powers.

The N.E.S. allotment for April, 1958 will be decided upon at the time of this review during the current year taking into account all relevant factors.

The first series of discussions with the States will begin in November, 1957. A further communication regarding the date and time will follow.

LETTER No. 8(1)/57-PC, DATED THE 16TH SEPTEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER AND EX-OFFICIO SECRETARY TO THE GOVERNMENT OF BOMBAY, POLITICAL AND SERVICES DEPARTMENT, SACHIVALAYA, FORESHORE ROAD, BOMBAY-1.,

SUBJECT.—*Allotment of N.E.S. Blocks for* 1957-58.

Will you please refer to this Ministry's letter No. 8 (1)/57-PC. dated August 13, 1957, on the above subject?

2. The question of allotment of N.E.S. Blocks to your State has been considered in the light of the information furnished in your letter No. GRS. 3457/27176-X dated 30th July, 1957. On the basis of *net* availability of Village Level Workers for manning the blocks, an allotment of 26 blocks including 5 blocks allotted in April 1957 *vide* Shri Tandon's D.O. No. 31 (37)/56-PC dated 23rd April, 1957, to Shri Isvaran for Marathwada area, is hereby approved.

The other conditions of allotment will be the same as given in this Ministry's letter of 13th August, 1957 copy enclosed.

LETTER No. 2 (1)/57-PC, DATED THE 27TH SEPTEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (EXCEPT ANDAMAN AND N.E.F.A.).

SUBJECT.—*Conversion of N.E.S. Blocks into Community Development Blocks.*

Will you please refer to this Ministry's letter No. 2 (1)/57-PC dated the 23rd March, 1957, on the above subject? The question of the conversion of N.E.S. Blocks of 1954-55 and 1955-56 series to Community Development blocks, has been carefully considered in the light of relevant factors, *e.g.*, progress of Government expenditure, people's contribution, and physical achievements, and the number of blocks approved for conversion in each State, is indicated in statement I enclosed. The present allotment is subject to :—

(i) the selection being made from the N.E.S. Blocks allotted during 1954-55 and 1955-56 series strictly in accordance with the number approved for each series as shown under Columns 3, 4 & 5 of the statement. In respect of the States of Madhya Pradesh, Bombay, Kerala and West Bengal, names of the N.E.S. Blocks to be converted from 1954-55 series (Column 3) have been indicated in the statement itself.

(ii) the selection of blocks for conversion being made with due regard to the progress of expenditure, accomplishment of physical targets, people's contribution in cash, kind and labour, and increase in agricultural production.

2. The programme of work in these intensive development blocks will begin from 2nd October, 1957. The names of blocks selected for conversion and the districts in which they are located may please be communicated to this Ministry by 19th October, 1957. This information is also required for transmission to the Central Social Welfare Board for locating their new welfare extension projects which will be co-terminous with the Community Development blocks.

3. It will be observed that some of the N.E.S. Blocks which started in October, 1954 have not been approved for conversion into Community Development blocks. A list of these blocks is given in statement II In these blocks the level of performance is not yet considered suitable for conversion and the question will be reviewed in February, 1958 in the light of progress made in them. As balances both under 'Loan' and 'Non-loan' categories, are available in these blocks, it is felt that it should be possible for the State Government concerned to continue development activities in those areas with a greater tempo. As regards expenditure on 'Personal', this, according to the existing decision, will be

treated as 'Committed' expenditure after 30-9-1957, and will be shared between the Centre and the States according to the prescribed basis. It is requested that instructions may be issued to the Block Development Officers and others concerned to take active steps to increase the tempo of work in these blocks.

4. Please acknowledge receipt.

ENCLOSURE I

STATEMENT I

MINISTRY OF COMMUNITY DEVELOPMENT

Statement indicating number of N.E.S. Blocks approved for conversion into C.D. Blocks with effect from 2-10-57.

Sl. No.	State	N.E.S. October 1954 series	N.E.S. April, 1955 series	N.E.S. October, 1955 series	Total
1	2	3	4	5	6
1	Andhra Pradesh	1	2	4	7
2	Assam	..	..	..	..
3	Bihar	1	15	..	16
4	Bombay	9½(*a*)	1	..	10½
5	Kerala	1(*b*)	..	..	1
6	Madhya Pradesh	2(*c*)	4	..	6
7	Madras	..	..	..	..
8	Mysore	..	3	..	3
9	Orissa	..	4	..	4
10	Punjab	1	5	..	6
11	Rajasthan	3	2	7	12
12	Uttar Pradesh	5	9	..	14
13	West Bengal	1(*d*)	..	..	1

(*a*) Jasdan, Sillod, Tasgaon, Bhusaval, Madha and Navsari.

(*b*) Chittur Block.

(*c*) Alata and Susmer Blocks.

(*d*) Manbazar I Block.

1	2	3	4	5	6
14	Jammu & Kashmir	..	..	..	..
15	Delhi	..	1	..	1
16	Himachal Pradesh . . .	..	..	..	..
17	Manipur	1	1	..	2
18	Tripura	..	..	..	..
19	Pondicherry	..	..	1	1
	TOTAL .	25½	47	12	84½

ENCLOSURE II

STATEMENT II

Statement showing the names of NES Blocks of 1954-55 series not considered suitable for conversion on 2-10-57.

Sl. No.	State	Name of Block	District in which located
1	2	3	4
1	Bombay . . .	1. Dhanduka. 2. Balasinor. 3. Abdasa.	Ahmedabad. Kaira. Kutch.
2	Madhya Pradesh . .	1. Raghogarh. 2. Silwani. 3. Chittrakot.	Guna. Silwani. Satna.
3	Kerala . . .	1. Trivandrum Rural.	Trivandrum.
4	Madras . . .	*1. Kumbakonam. *2. Mayuram East. *(equivalent 4 NES Blocks).	Tanjore. Tanjore.

1	2	3	4
5	West Bengal	1. Hemtabad.	West Dinajpur.
		2. Belapur.	Birbhum.
6	Mysore	1. Gubbi-Tumkur.	Tumkur.
7	Himachal Pradesh. .	1. Karsog.	Mani.
		2. Rohru.	Mahasu.
8	Manipur	1. Mao-Maram Hill Area.	Manipur.
9	Jammu & Kashmir .	1. Anantanag.	Anantanag.
		2. Kulgam.	Anantanag.
		6. Pulwama.	Anantanag.
		4. Handawara.	Baramulla.
		5. Uri.	Baramulla.

LETTER No. 151 (7)/57-Prg. I., DATED THE 23RD JANUARY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE SPECIAL OFFICER, GOVERNMENT OF BOMBAY, POLITICAL AND SERVICES DEPARTMENT, SACHIVALAYA, BOMBAY.

SUBJECT.—*Amravati Community Project for* 1952-53.

Please refer to your letter No. NES 1057-46232-V, dated November 29, 1957 on the above subject.

2. In the circumstances explained, there is no objection to the delimitation of the Amravati Community Project 1952-53 into 4 Post-Intensive Blocks *viz.* (1) Morshi (2) Warud (3) Amravati Block No. 1 and (4) Daryapur Block No. 1. It is requested that the proposed territorial and budget adjustment in respect of Bhatkuli NES block, which will comprise a portion of Amravati Community Project, may be effected when the Bhatkuli NES block becomes operative.

3. Area, population and number of villages covered by the aforesaid Post-Intensive blocks may kindly be furnished to complete our record. It is presumed that these blocks will be within the overall figure of NES blocks required to cover the whole state. This may kindly be confirmed.

LETTER No. 1(1)/Bd/58, DATED THE 3RD FEBRUARY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Revision in the programme of Community Development.*

In Section 3 of Volume I of the Report of the Study Team for Community Development and National Extension Service appointed by the Committee on Plan Projects, Planning Commission, certain recommendations have been made for the abolition of the distinction between the National Extension Service stage, the intensive development stage, and the post-intensive development stage and replacing them by two stages *viz.*, stage I—Intensive Development stage, and stage II—Post Intensive stage. These have, as you are aware, been considered by the Central Committee. Tentative proposals as modified by this Ministry are set forth in the attached note. The financial implications of these proposals are indicated in Annexures I to III. These are now for study by State Governments before final decisions are taken by this Ministry. Your attention is particularly drawn to the following points :—

(a) Suggested re-phasing of the programme. (The consequential phasing for each State has been tentatively worked out and is shown in statement II. This will be subject to necessary marginal adjustments.)

(b) Whether the revised cost of the Community Development Programme in the Second Plan period for your State will conform to the ceiling indicated in Annexure III.

(c) Pre-extension period to prepare the ground for intensive agricultural work for each block to the allotted from April, 1959.

2. Depending on the nature of replies received from States, it is proposed to convene a special Conference with State Governments early in March to finalise the proposals. The intention is to bring the new arrangements into force from 1-4-1958.

I shall, therefore, be grateful if you kindly send your reply by the 25th February, 1958. The receipt of this letter may please be acknowledged.

D.O. LETTER No. 1 (1) Bd/58, DATED THE 1ST MARCH, 1958, FROM SHRI R. JAGANNATHAN, OFFICER ON SPECIAL DUTY, MINISTRY OF COMMUNITY DEVELOPMENT & COOPERATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (BY NAME).

Will you please refer to this Ministry's letter No. 1 (1)/Bd/58 dated 3rd February, 1958, regarding revision in the programme of

N.B.—Enclosures not printed.

Community Development. I am desired to clarify the position arising on account of staggering the programme. The essence of the proposed revision on the lines suggested by the C.O.P.P. Team is, as you know, setting up blocks on a more efficient basis for working with the full complement of basic staff as specified in the NES pattern, including not merely V.L.Ws, but also the extension officers of the right calibre, and enriching the programme by making every block an intensive development block. Against these two distinct advantages, one has to weigh some temporary disadvantage arising from the consequential staggering of the programme and the large number of gram sevaks who might be turned out from the training centres in 1958 and 1959 and be left unprovided on account of the reduced number of blocks. To such a difficulty, you may like to consider a solution on the following lines :—

(a) It has already been stated in paragraph 9 of the note attached to this Ministry's letter of 3rd February that a pre-extension period of 9 months for each block is envisaged. You could, therefore, take up the blocks allottable in 1959 nine months earlier than their due dates for pre-extension work with a reduced staffing pattern. This will absorb a good number of gram sevaks.

(b) In most States there are a number of untrained or semi-trained gram sevaks. It is suggested that you send them to the training centres for completing their full training and replace them, in the meantime, by fully trained gram sevaks.

(c) The existing blocks, many of which are reported to continue under-staffed, may be fully manned. This should also take care of substantial number of V.L.Ws.

(d) The undesirable V.L.Ws. in existing blocks may be replaced by freshly trained personnel, which is an action, perhaps, long over due in many States.

LETTER No. 157/57-PRG. I, DATED THE 1ST MARCH, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA PRADESH, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, ORISSA, PUNJAB, UTTAR PRADESH, WEST BENGAL, KERALA, MYSORE, RAJASTHAN, HIMACHAL PRADESH, MANIPUR AND TRIPURA.

SUBJECT.—*Pre-extension work in blocks for* 1958-59.

As you are aware, the Study Team for Community Development and National Extension Service appointed by the Committee on Plan Projects, Planning Commission made certain recommendations regarding the abolition of distinction between the different stages of the Community Development programme and suggested some modifications

in the schematic budget, staffing pattern and phasing of the programme. In this connection reference is invited to this Ministry's letter No. 1 (1)/Bd/58 dated February 3, 1958. The proposals under consideration are expected to be finalised by March, 1958.

2. To enable the State Government to start pre-extension work on the lines agreed to at the 4th Development Commissioners' Conference, the number of allotable blocks to your State for the year 1958-59 is indicated in the attached list. This figure is, however, subject to modification on the basis of final decision. The work in these blocks may be taken up on April 1, 1958, or any later date, subject to fulfilment of the following conditions, particularly those in para 2(a) below. In the meantime, preliminary work may be taken in these blocks incurring expenditure up to a ceiling of Rs. 10,000 per block until it is formally opened.

2 (a) State Governments should ensure that fully-trained personnel are in position in the existing blocks before they take up new areas. If trained personnel of any category are not available in required numbers for the new blocks, the programme should be suitably staggered, and a beginning made with a smaller number of blocks instead of all the blocks now allotted. A block should be opened only when the requisite staff, according to pattern, is available to man it ; in any case, at least a Block Development Officer, an Extension Officer for Agriculture, and the necessary complement of trained Gram Sevaks, shall be the minimum staff in position before a block is formally opened. The staff so posted should not be drawn at the expense of other blocks.

3. In deciding the date from which preliminary work will be taken up in a block and expenditure incurred against the ceiling of Rs. 10,000 care should be taken to ensure that the expenditure from that date till the date by which it would be possible to formally start the block on fulfilment of the condition laid down in paragraph 2(a) will not exceed the ceiling of Rs. 10,000. It would be advisable not to incur in the preliminary period much expenditure on recurring items.

4. The considerations to be observed while selecting location for blocks which have been laid down by this Ministry from time to time, should be duly observed; in particular that the block should be contiguous to existing blocks so as to form a compact unit, that it is desirable to locate the blocks around Extension Training Centres and other similar institutions, and that the special needs of backward classes and scheduled tribes should be met. Preference may also be given to areas comprising a number of Gramdan villages.

5. Block Advisory Committees should be constituted as early as possible and their approval obtained for the programme in each block.

6. Names of the areas selected for the location of the blocks against this allotment should be intimated to this ministry together with the dates of their formal opening on fulfilment of the conditions laid down in para 2 (a) above.

7. Detailed particulars in prescribed proforma regarding the blocks may be forwarded so as to reach by 31st May, 1958.

8. The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Allotment of Blocks for 1958-59.

Sl. No.	State	No. of Blocks allotted	Remarks
1	2	3	4
1	Andhra Pradesh	18	
2	Assam	6	
3	Bihar	23	
4	Bombay	27	
5	Madhya Pradesh	15	
6	Madras	13*	*Includes two additional blocks taken up in October, 1957.
7	Orissa	12*	*Pre-extension work was authorised to be taken up from 1-1-1958.
8	Punjab	7*	*Includes one additional block taken up in 1-1-1958.

1	2	3	4
9	Uttar Pradesh	37	
10	West Bengal	15	
11	Kerala	5	
12	Mysore	10	
13	Rajasthan	8	
14	Himachal Pradesh	1	
15	Manipur	1	
16	Tripura	1	
	Total .	199	

Letter No. 15/58-Prg. I, dated the 1st April, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners all State Governments (except Assam, Rajasthan, J. & K., Delhi, NEFA, Pondicherry and Andaman & Nicobar Islands).

Subject.—*Revision in the programme of Community Development.*

Replies have been received from all State Governments to this Ministry's letter No. 1 (1)/Bd/58 dated the 3rd February, 1958, on the above subject. The revised programme was considered by the Central Committee on the 29th March, 1958, and they have directed that it should be placed for consideration and approval before the meeting of the National Development Council, which is proposed to be held on the 3rd and 4th of May, 1958. I am, accordingly to inform you that a final decision on the revised programme will be taken and communicated to you soon after.

2. In the meantime, in order to avoid dislocation in work, the question of the National Extension Service Blocks in your State which have completed their three-year period of operation by 31st March, 1958, has been considered and it has been decided that all such blocks be converted into Community Development Blocks of the existing pattern with effect from the 1st April, 1958. The names of such blocks in your State is indicated in the attached statement.

ENCLOSURE

STATEMENT I

(Enclosure to Ministry of Community Development's letter No. 15/58-Prg. I, dated 1-4-1958.)

MINISTRY OF COMMUNITY DEVELOPMENT

Statement indicating number of N.E.S. Blocks approved for conversion into C. D. Blocks with effect from 1-4-1958

Sl. No.	State	N.E.S. Blocks of 1954-55 series	N.E.S. Blocks April, 1955-66 series	Total
1	2	3	4	5
1	Andhra Pradesh	..	1	1
2	Bihar	..	14	14
3	Bombay	4½	1	5½
4	Madhya Pradesh	3	4	7
5	Madras	4	..	4
6	Orissa	..	3	3
7	Punjab	..	5	5
8	Uttar Pradesh	..	12½	12½
9	West Bengal	2	11	13
10	Kerala	1	1	2
11	Mysore	1	3	4
12	Himachal Pradesh	2	1	3
13	Manipur	1*	1*	2
14	Tripura	..	1	1
	TOTAL	18½	58½	77

*Approval for conversion of these two blocks was communicated *vide* Ministry's letter No. 2(1)/2/57-PC, dated 27-9-57 (with effect from 2-10-57) but as these two blocks were not converted in 1957-58, they may be converted now.

N.B.—Names of the N.E.S. Blocks approved for conversion shown in tatement II.

ENCLOSURE

STATEMENT II

Sl. No.	State	Name of N.E.S. Blocks	District	Remarks
1	2	3	4	5
1	Andhra Pradesh .	1. Kalwakurthy	Mahboobnagar	
2	Bihar . . .	1. Mokameh	Patna	
		2. Ghosi	Gaya	
		3. Haspur	Gaya	
		4. Dumraon	Shahbad	
		5. Banka	Bhagalpur	
		6. Naugachia	Bhagalpur	
		7. Amarpur	Bhagalpur	
		8. Lakshmipur	Monghyr	
		9. Parbatta	Monghyr	
		10. Partapganj	Saharsa	
		11. Barkatha (Bashi II)	Hazaribagh	
		12. Barkagaon	Hazaribagh	
		13. Kuchail	Singhbhum	
		14. Taljhari (Borio II)	Santhal Parganas	
3	Bombay . .	1. Dhanduka	Ahmedabad	Equivalent to 3½ blocks.
		2. Balasinor	Kaira	
		3. Abdasa	Kutch	
		4. Ashti & Patoda	Bhir	
4	Madhya Pradesh .	1. Raghogarh	Guna	
		2. Silwani	Raisen	
		3. Chittrakoot	Satna	
		4. Udaipura	Raisen	
		5. Buddhi	Sehore	
		6. Maihar	Satna	
		7. Rajnagar	Chhatarpur	
5	Madras . . .	1. Kumbakonam South.		Equivalent to 4 N.E.S. Blocks.
		2. Mayuram East		

1	2	3	4	5
6	Orissa . . .	1. Hindol	Dhenkanal	
		2. Udaigiri	Ganjam	
		3. Jharsuguda	Sambalpur	
7	Punjab . . .	1. Loharu	Hissar	
		2. Kangra	Kangra	
		3. Sardulgarh	Bhatinda	
		4. Kandhaghat	Patiala	
		5. Mahindragarh	Mahindragarh	
8	Uttar Pradesh .	1. Doiwala	Dehradun	
		2. Awagarh	Etah	
		3. Kanth	Shahjahanpur	
		4. Umrada	Farrukhabad	
		5. Kaundha	Hardoi	
		6. Dobhi	Jaunpur	
		7. Madanpur	Mainpuri	
		8. Binoli	Meerut*	*Equivalent to 1½ Blocks.
		9. Aspur Seosara	Pratapgarh	
		10. Bilaspur	Rampur	
		11. Gauriganj	Sultanpur	
		12. Deokali	Ghasipur	
9	West Bengal . .	1. Bemtabad	West Dinajpur	
		2. Belapur (Sriniketan)	Birbhum	
		3. Jalpaiguri	Jalpaiguri	
		4. Mayanguri	Ditto.	
		5. Dhubguri	Ditto.	
		6. Patashpur	Midnapore	
		7. Bhagabanpur	Ditto.	
		8. Kherjri	Ditto.	
		9. Bongaon	24 Parganas (Bangaon Sub-Divn.)	
		10. Bagdha	Ditto.	
		11. Gaighata	Ditto.	

1	2	3	4	5
		12. Patrasair	Bankura (Vishnu-pur Sub-Divn.)	
		13. Manbazar II	Manbhum	
10. Kerala . . .		1. Trivandrum Rural	Trivandrum	
		2. Kottarakara	Quilon	
11. Mysore . . .		1. Gubbi-Tumkur	Tumkur	
		2. Krishanarajpet	Mandya	
		3. Hunsur	Mysore	
		4. Hospet-*cum*-Ballary	Ballary	
12. Himachal Pradesh .		1. Karsog	Mandi	
		2. Rohru	Mahasu	
		3. Rampur	Mahasu	
13. Manipur . . .		1. Mao Maram	Manipur	
		2. Imphal East	Manipur	
14. Tripura . . .		1. Kailasahar	Tripura	

LETTER NO. 14(2)/58-PRG. I, DATED THE 5TH MAY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF ASSAM, DEVELOPMENT DEPARTMENT, SHILLONG.

SUBJECT.—*Allotment of additional block for* 1958-59.

I am directed to refer to this Ministry's letter No. 157/57-Prg.-I, dated March 1, 1958 conveying the allotment of 6 blocks to Assam for 1958-59.

2. The question regarding the allotment of an additional block proposed to be located in Pawi-Lakher region of the Lungleh Sub-division of the Mizo District has now been carefully examined and the allotment of one block to Assam to be counted against the allotment of April, 1958 series, has been approved. The programme of work in this block may be taken up immediately. This allotment is subject to the terms and conditions as indicated in this Ministry's letter quoted above.

LETTER No. 14 (18)/58-PRG.-I, DATED THE 20TH MAY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, ANDHRA PRADESH, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, ORISSA, PUNJAB, MYSORE, RAJASTHAN, MANIPUR, UTTAR PRADESH, WEST BENGAL AND KERALA.

SUBJECT.—*Pre-extension work in First Stage Blocks for* 1959-60 (*April series*).

I am directed to refer to this Ministry's letter No. 1 (1)/Bd/58, dated May 5, 1958 regarding the revision of the programme of Community Development.

2. As indicated in paragraph 4 of the letter the number of First Stage blocks allotted to your State for 1959-60 (April series) is given in the attached statement. Pre-extension work may be taken up immediately in these blocks incurring expenditure upto a ceiling of Rs. 18,800 per block as per details given in the annexure IV of our letter dated May 5, 1958. In view of the renewed emphasis on Agricultural Production State Governments are requested to ensure that a minimum fully trained complement of staff consisting of one Block Development Officer, one E.O. (Agriculture) and 5 Village Level Workers is available for each of these blocks during the pre-extension period and the full complement of staff put in position as per Appendix I to our letter dated the 5th May, 1958 when the blocks are formally inaugurated as stage I blocks. If trained personnel of any category are not available in required numbers for the new blocks, the pre-extension work should be suitably staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted. The staff so posted should not be drawn at the expense of other blocks.

3. In deciding the date from which pre-extension work will be taken up in a block care should be taken to ensure that the expenditure till the date by which it would be possible to formally start the block as stage I blocks will not exceed the ceiling of Rs. 18,800. It would be advisable not to incur in the preliminary period large scale expenditure on recurring items.

4. The considerations which have been laid down by this Ministry from time to time, for selecting the location of the blocks should be duly observed; in particular that the block should be contiguous to existing blocks so as to form a compact unit, that it should be desirable to locate the blocks around Extension Training Centres and other similar institutions, and that the special needs of backward classes and scheduled tribes should be met. Preference may also be given to areas comprising a number of Gramdan villages.

5. Names of the areas selected for the location of the blocks against this allotment should be intimated to this Ministry together with the proposed dates of their formal opening as stage I blocks of the dates on which pre-extension work is commenced in them.

6. Detailed particulars in the prescribed proforma regarding the blocks may be forwarded as soon as the pre-extension work is taken up.

7. The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Allotment of First Stage Blocks for 1959-60 (*April Series*).

Sl. No.	State	No. of Blocks allotted	Remarks
1	Andhra Pradesh . . .	13	
2	Assam	5	
3	Bihar	17	
4	Bombay	21	
5	Madhya Pradesh . . .	11	
6	Madras	10	
7	Orissa	9	
8	Punjab	6	
9	Uttar Pradesh	28	
10	West Bengal	11	
11	Kerala	4	
12	Mysore	8	
13	Rajasthan	6	
14	Manipur	1	
	TOTAL .	150	

LETTER No. 7 (3)/58-PC, DATED THE 7TH JULY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Revision of the Programme of Community Development—Summary Record of the Tenth Meeting of the N.D.C. held on 3rd & 4th May,* 1958.

I forward herewith for information relevant extracts (paras 83-106) from the Summary Record of the Tenth meeting of the National Development Council held on May 3 & 4, 1958, relating to the revision in the programme of the Community Development.

ENCLOSURE

Extracts (*Paras* 83-106) *from the Summary Record of the Tenth meeting of N.D.C. held on May* 3 & 4, 1958.

Revision of the Programme of Community Development :

83. The MINISTER OF COMMUNITY DEVELOPMENT (Shri S. K. Dey) said that the Study Team on Community Projects had made two principal recommendations along with many subsidiary ones. Firstly, there should be decentralisation of administration and democratisation of the agencies below. Secondly, the programme must be staggered because the quality of personnel had deteriorated in recent years and the capacity of the States to supervise this vast expanding programme had also suffered. It was also felt that the distinction between what was known as the National Extension Service and the Community Development Blocks was artificial and was creating confusion. In fact because of the inadequacy of resources in the N.E.S. areas not much substantial work was being done. The blocks which had completed the intensive period of operation immediately went into the normalisation stage and that meant a complete death of the programme. The Study Team had therefore recommended that the distinction between the national extension service and the community development programme should disappear and there should be one continuous operation of six years. The Team had also suggested that this 6-year period should be succeded by another 6-year period during which a nucleus provision should be made by the Government to which assistance from the various departments would be added so that the tempo of development could continue. Considering all these factors it was suggested that the programme should be so staggered as to cover the country as a whole by the end of 1963. This question had been considered at the Centre in consultation with the Planning Comission and also to the extent possible individually with the State Governments. It was now agreed to

stagger the programme. Something not recommended by the study Team would also be introduced, namely, the pre-extension stage for the programme. The intention was that during this one year concentrated effort would be focussed on agriculture. It was also felt that within the budget pattern it was not possible to have a programme for six years in the first stage and six years in the second stage. The present recommendation was that instead of 6 years there should be a 5-year period in the first stage and 5-year period in second stage and the budget should be Rs. 12 lakhs and Rs. 5 lakhs for the first and second stage respectively. The budget for the pre-extension period of one year would be Rs. 18,000.

84. Shri Dey said that at the time of drawing up the Second Five Year Plan, it was envisaged that the whole country would be covered by the end of the plan period. Now they found that the last set of 500 blocks would have to be taken up on the first of April following the completion of the Second Five Year Plan. The present programme that they had drawn up within the allocation of Rs. 200 crores actually meant that the last set of blocks would be taken up one year and six months later than what was originally envisaged. As regards supervision, it had been visualised that there would be a Development Commissioner, a Joint Development Commissioner and a Deputy Development Commissioner for every four blocks in a State or every six blocks in a big State like U.P. Actually there were 350 blocks in U.P. and in other States there were 200 to 250 blocks and the burden on the Development Commissioner had therefore grown. They had expected that the Collector would provide the supervision but he had so many problems of law and order to face that he could not manage to supervise the blocks. In actual practice, therefore, the programme was being supervised through reports. Complaints about the dishonesty of workers had now started coming in and it was to be feared that unless it was taken to the ground level the programme might become a much more efficient apparatus in exploitation of the people than was ever seen.

85. Shri Dey said that they had to give responsibility for the implementation of the programme to the people. People were not prepared to take this responsibility unless they had the authority. One basic institution at the village level was the panchayat and it should be given the highest priority. If the village panchayat was to be built up they had to have a local self-governing institution functioning either at the block level or district level. In the paper on "Democratic Decentralisation" it was recommended that democratisation must be completed by the end of the first stage of the programme. The community development agency must create such conditions at the ground level during the five years working of the programme that people would be able to assume the responsibility of running the subsequent stages of the

programme. It is for consideration whether this proposal was acceptable. If a new block was started these democratic processes should be established within a maximum of 5 years of the beginning of the programme. If it was a block which had already completed its operation, a maximum of 3 years extra should be given for bringing this process to completion.

86. The CHIEF MINISTER, BOMBAY (Shri Chavan) pointed out that it was left to the States to work out their own pattern and asked what the position would be if a State did not want to have block as the unit. The MINISTER OF COMMUNITY DEVELOPMENT (Shri Dey) said that if there was a district organisation which had been given genuine powers, that would serve the purpose.

87. The CHIEF MINISTER, ANDHRA (Shri Sanjeeva Reddy) said that in Andhra the District Boards had been abolished and blocks established. Certain functions which were being discharged by the Presidents of the Panchayats in the blocks would be transferred to the Blocks Samitis whose members are legislators, members of Parliament and heads of the district boards presided over by the Collector. The Zilla Parishad would look after the area until the Block Committees were constituted. This year they had taken up 20 blocks and in the next two months Block Samitis would be functioning and the powers and functions would be transferred from the District Boards to the Block Samitis. Steps were being taken to create panchayats and in another three years the State Government would be able to constitute all the panchayats in all the blocks. Every village had one panchayat and all of them automatically become members of the Block Samitis. All the officers in the block would be subject to the control of the samiti. The village level workers would not be transferred from one block to another but the extension officers would be transferred.

88. The FINANCE MINISTER, MADRAS (Shri Subramaniam) said that Madras Government had appointed a Committee which would submit its report before June 1958. The policy of the State Government was that there would be the panchayat at the village level and Panchayat Union at the block level and this Union would discharge functions of the President of the District Board in addition. The programme was that before the end of the Second Five Year Plan all the villages would be covered under the Panchayat Unions. For every block, there would be a committee consisting of the representatives of the different panchayats. The question remained as to what was to be done with regard to the District Boards and what should be the functions of the body at the district level. The Madras Government were still considering this matter and had not come to any final conclusions. So far as the existing blocks were concerned, they had been made democratic by including all the effective panchayats and giving them power to finally decide regarding the work.

89. The CHIEF MINISTER, BOMBAY (Shri Chavan) said that in Bombay State there was an organisation even now at the district level. What they proposed to do was that if there was a Panchayat Committee or a Panchayat Board at the District level they would introduce that. It had to be examined what the organisation should be at the district level in future. It was visualised that the Local Boards would be a sort of federation of all the panchayats in the district but the formation of the village panchayats would take some time.

90. The PRIME MINISTER, JAMMU & KASHMIR (Bakshi Ghulam Mohammad) said that in Kashmir the panchayat was their primary development unit and there was one panchayat in each patwari circle. There was a network of panchayats all over the States. Within a block, there were 15 to 25 panchayat areas. In the Block Development Committee, the sarpanch of each panchayat was a member. Bakshi Ghulam Mohammad suggested that further consideration of this subject should be postponed to the next meeting of the National Development Council. In response to queries he said that the population of a block was 50 to 60 thousand and in each block there were 5 or 6 villages. In Jammu, there, were 50 blocks and in Laddakh two.

91. The CHIEF MINISTER, BIHAR (Dr. Srikrishna Sinha) said that Bihar Government would be able to complete the work in two or three years. The main question in Bihar was what should be the shape of the District Board.

92. The CHIEF MINISTER, MYSORE (Shri Nijalingappa) said that the Mysore Government had taken steps to draw comprehensive legislation which would be introduced in the current session of the Assembly to constitute village panchayats. The Taluka Boards would take over the functions of the existing District Boards and these Taluka Boards would be the unit for taking up all the work. The Taluka Boards and the Block Development Committees would have a non-official Secretary. The idea was that the village panchayats and the Taluka Boards should take over and start working from 1st April, 1950. To co-ordinate the work of the Taluka Boards, there would be a District Council which would consist of the Presidents of the Taluka Boards, and the M.L.As' of the particular district. The District Council would just be a co-ordinating body and would not be given any specific functions. The District Collector would be the Chairman of the District Council.

93. The CHIEF MINISTER, KERALA (Shri Namboodiripad) said that panchayats were already functioning in Travancore-Cochin but there were no panchayats in the major part of Malabar. It was proposed to set up these and also to have the Block Committees and

some sort of District Committees. The details of all these were being worked out by a Committee set up by the Kerala Government and its report would be available by the end of June. After that legislation would be drawn up and by 1960 they would have the entire set-up.

94. The CHIEF MINISTER, RAJASTHAN (Shri Sukhadia) said that Rajasthan had decided to introduce decentralisation at the Block level. At present they had panchayats all over Rajasthan.

95. Shri Sukhadia said that there were Tahsil Panchayats in Rajasthan functioning for the last two or three years. Where they had blocks they would have decentralisation at the block level and set up a Block Committee as suggested by the Balwantrai Mehta Committee. In those areas where they had the Tahsil Panchayats they would hand over to them the functions at present performed by District Boards. Instead of District Boards they would have Zilla Parishads. The Rajasthan Government set up a committee to work out the financial and administrative implications. It was proposed to make a start simultaneously all over the State and to decentralise at the block level.

96. The CHIEF MINISTER, ASSAM (Shri Chaliha) said that in Assam the whole of the area in plains was covered by panchayats the primary panchayats and the rural panchayats. The primary panchayat is the village panchayat with a population of about 2,500 people. The rural panchayat consists of the representatives of the village panchayats and covers a population of about 20,000 people or about 10 panchayats. Assam Government had decided that they would decentralise at the block level and there would be Block Panchayats. The rural panchayats would be abolished and replaced by Block Panchayats. At the Sub-Divisional level, they would have a Union of panchayats which would be reprsentative of the block panchayats. The function of the Panchayat Union would be to carry on such activities as related to more than one block. As regards the hill areas, there were District Councils and the Assam Government was considering how authority should be delegated to the Block Councils. The change-over would be completed by 1959-60.

97. The CHIEF MINISTER, PUNJAB (Sardar Pratap Singh Kairon) said that the Punjab Government would take a decision shortly. They proposed to do away with the District Boards. They might have an Advisory Committee in the block. The difficulty was about fixing the responsibility for carrying out the work. They could not be harsh with the public people but they could be harsh with the officers who were paid for the work. Some way would have to be found to ensure that work and responsibility go hand in hand and yet democratisation was also achieved.

98. The CHIEF MINISTER, MADHYA PRADESH (Dr. Kailash Nath Katju) said that Government had appointed a Committee consisting of legislators and others to go into this question and to report within a months. In Madhya Pradesh in a block consisting of 100 villages there was a Block Advisory Committee. It was felt that Block Advisory Committee could be strengthened and made representative. In Madhya Pradesh they had no District Boards. The idea of rural development was to guide people in the beginning and not to make them dependent on the Government. It appeared, however, that people had become more and more dependent. There was the danger that when Government help was withdrawn people would not function. In a block, the salary of the Development Officers and the cost of building accounted for a good deal of expenditure. There was a demand in Madhya Pradesh everywhere for blocks and this had to be taken into account for the future.

99. The CHIEF MINISTER, WEST BENGAL (Dr. B. C. Roy) said that each of the 14 districts in West Bengal was different from the other. There were at present Union Boards which were given certain powers to raise taxes for local development work, watch and ward etc. The Block Development Officer in Bengal had nothing to do with the ordinary administration. He was almost of the same status as a District Officer and except in a few matters he was absolutely independent of the District Officer. West Bengal had no panchayats until last year. Gram panchayat would now consist of 500 people and if the population of a village was more than 500 it would have two panchayats. Gram panchayats would be elected on adult franchise basis and there would be no nominations. About 15 of these Gram panchayats would elect an Anchal Panchayat which would have the power to collect revenue, impose taxes and supervise the work of the Gram Panachayats. In future, a block would consist of 8 Anchal panchayats who would elect their Block Development Board which would be absolutely independent of the ordinary administration. It was proposed to start Anchal Panchayats and Gram Panchayats wherever the N.E.S. Blocks had already started and after gaining experience of these blocks they would set up other Anchal Panchayats and Gram Panchayats.

100. The FINANCE MINISTER, MADRAS (Shri Subramaniam) said that there was no agreed decision yet to stagger the community development programme. The original programme was that before the end of the Second Plan period the entire country should be covered by the community development programme. The MINISTER OF COMMUNITY DEVELOPMENT (Shri S. K. Dey) said that according to the original programme the last block would have been taken up in 1st April, 1961. Now, there would be no N.E.S. blocks and the last block would be taken up in October, 1962. The pre-extension period was necessary for two reasons. Firstly, there was great demand

from the people that work must begin. Secondly, a special emphasis had to be given to the agricultural programme.

101. The CHAIRMAN observed that if the first year of the programme was the pre-extension stage there would be no effect functioning. The FINANCE MINISTER, MADRAS (Shri Subramaniam) said that there would have to be a small budget allotment for the pre-extension stage in addition to the staff. The MINISTER OF COMMUNITY DEVELOPMENT (Shri Dey) said that there would be a minimum programme during this one year period which could be drawn up in collaboration with the Ministry of Food and Agriculture.

102. The FINANCE MINISTER, MADRAS (Shri Subramaniam) suggested that a modification might be made in the rephasing of the programme so that pre-extension blocks would come into existence by October, 1961 and by the end of 1961 they could claim that they had fulfilled their promise of introducing the extension schemes. The MINISTER OF COMMUNITY DEVELOPMENT (Shri S. K. Dey) promised to look into the suggestion and to try to implement it.

103. The CHAIRMAN said that the main point was that the burden and responsibilities for carrying out these programmes should be shifted, from officials to the people. This was very important because the tendency all over the country had been for the official to undertake more and more responsibility. Officialisation and bureaucratisation of work had proceeded so far that everybody looked to the Government without moving his own fingers. The FINANCE MINISTER, MADRAS said that in certain things technical guidance was essential. For instance, no non-official agency had been able to undertake wholetime work in regard to the management of accounts unless assistance of trained personnel was provided. In the initial stages some guidance was absolutely necessary, otherwise funds would not be properly utilised.

104. The CHAIRMAN observed that unless men at the bottom were trained and trusted they could not succeed. The Deputy Chairman, Planning Commission said that the local man should be a trained man. In thousands of Madras villages there were part-time Secretaries. The Finance Minister, Madras agreed that the technical man should not be the boss but the members should be the real boss and run the show.

105. The CHAIRMAN referred to the aprehension expressed by Shri S. K. Dey that the proposed revised allocation of funds would involve cutting down of what they had promised to do in regard to community development. It was a basic and highly important programme which must be given the highest place. The CHIEF MINISTER, MADHYA PRADESH (Dr. Kailash Nath Katju) said that the non-fulfilment of the community development programme would cause the

greatest disappointment. In his view this was not the opportune time for reducing the Plan target.

106. The CHAIRMAN observed that in all the Plan programmes including the comunity blocks a large allocation had been made for constructions. On his attention being drawn to the large buildings constructed in Delhi, the Chairman said that two or three buildings which were very expensive were the Asoka Hotel, the Vigyan Bhavan, and the Supreme Court buildings. As regards Vigyan Bhavan, apart from the fact that they could have their major functions there, foreign exchange was also earned. He pointed out that at the Centre many schemes including the one for national theatres had been given up.

LETTER NO. 14 (25)/58-PRG.-I, DATED THE 16TH AUGUST, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA PRADESH, ASSAM, BIHAR, BOMBAY, MADHYA PRADESH, MADRAS, ORISSA, PUNJAB, MYSORE, RAJASTHAN, HIMACHAL PRADESH, UTTAR PRADESH, WEST BENGAL AND KERALA.

SUBJECT.—*Pre-extension work in first stage Blocks for* 1959-60 (*October series*).

I am directed to refer to this Ministry's letter No. 1 (1)/Bd/58 dated May 5, 1958 regarding the revision of the programme of Community Development (Green Pamphlet).

2. The number of First Stage blocks allotted to your State for 1959-60 (October Series) is given in the attached statement. Pre-extension work may be taken up with effect from October, 1958 in these blocks incurring expenditure upto a ceiling of Rs. 18,800 per block as per details given in the annexure IV of Ministry's letter dated the 5th May, 1958. In view of the increasing emphasis on Agricultural Production State Governments are requested to ensure that a minimum fully trained complement of staff consisting of the one Block Development Officer, one E.O. (Agriculture) and 5 Village Level Workers is available for each of these blocks during the pre-extension period and the full complement of staff put in position as per appendix I to Ministry's letter dated the 5th May, 1958 when the blocks are formally inaugurated in October, 1959 as stage I blocks. If trained personnel of any category are not available in required numbers for the new blocks, the pre-extension work should be suitably staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted. The staff so posted should not be drawn at the expense of other blocks.

3. The minimum programme in the field of Agriculture for the pre-extension phase of the blocks, as recommended in the Annual Conference on Community Development held at Mount Abu in May, 1958 may be implemented.

4. In deciding the date from which pre-extension work will be taken up in a block, care should be taken to ensure that the expenditure till the date by which it would be possible to formally start the block as Stage-I block will not exceed the ceiling of Rs. 18,800. It would be advisable not to incur in the preliminary period large scale expenditure on recurring items.

5. The considerations which have been laid down by this Ministry from time to time, for selecting the location of the blocks should be duly observed; in particular that the block should be contiguous to existing blocks so as to form a compact unit, that it should be desirable to locate the blocks around Extension Training Centres and other similar institutions, and that the special needs of backward classes and scheduled tribes should be met. Preference may also be given to areas comprising a number of Gramdan Villages.

6. In selecting the sites for location of the blocks, preference should also be given to areas which are easily capable of intensive agricultural development.

7. Block Development Committees (formerly known as Block Advisory Committees) should be constituted as early as possible.

8. Names of the areas selected for the location of the blocks against this allotment should be intimated to this Ministry together with the proposed dates of their formal opening as Stage-I blocks and the dates on which pre-extension work is commenced in them.

9. Detailed particulars in the prescribed proforma regarding the blocks may be forwarded as soon as the pre-extension work is taken up.

10. The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Allotment of First Stage Blocks for 1959-60.

(OCTOBER SERIES)

Sl. No.	State	No. of Blocks allotted	Remarks
1	2	3	4
1	Andhra Pradesh	13	
2	Assam	5	
3	Bihar	17	

1	2	3	4
4	Bombay	11+10*	*These Additional Blocks are allotted for adjustment of 7 special Multipurpose blocks and 3 Development Blocks taken up in 1957-58 and 1956-57 respectively over and above sanctioned allotment and which have not been adjusted so far.
5	Madhya Pradesh . . .	9+2**	**These Additional 2 blocks are allotted for adjustment for 1 Special Multipurpose block and 1 Development Block taken up in April, 1957 over and above the sanctioned allotment and which have not been adjusted so far.
6	Madras	10	
7	Orissa	9	
8	Punjab	6	
9	Uttar Pradesh	28	
10	West Bengal	11	
11	Kerala	4	
12	Mysore	7+1†	†Additional one block is allotted for adjustment of the excess of 1 block on account of Badami Block of 1955-56 series which is treated as a double block and which has not been adjusted so far.
13	Rajasthan	6	
14	Himachal Pradesh	1	
	TOTAL .	137+13=150	

LETTER No. 157 (1)/57-PC, DATED THE 3RD .OCTOBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE SECRETARY, DEPARTMENT OF DEHAT SUDHAR AND ADVISER, COMMUNITY PROJECTS, GOVERNMENT OF JAMMU & KASHMIR, SRINAGAR.

SUBJECT.—*Pre-extension work in first stage Blocks for* 1959-60 (*April Series*).

Will you please refer to the communication resting with Shri Jagannathan's D.O. letter No. 35 (14)/Bd./58 dated August 20, 1958, on the above subject?

2. The question of the allotment of six additional blocks to cover the entire area of J. & K State has been considered and the allotment of six additional blocks to J & K State for 1959-60 to be counted against the allotment of April, 1959, series is hereby approved, subject to the condition that pre-extension work in these blocks be taken up with effect from 1-9-1958. The Budget for pre-extension blocks may follow the pattern given in Annexure IV of this Ministry's letter No. 1 (1)/Bd/58 dated May 5, 1958. In view of the renewed emphasis on Agricultural Production State Government is requested to ensure that a minimum fully trained complement of staff consisting of one Block Development Officer, one Extension Officer (Agriculture) and 5 Village Level Workers is available for each of these blocks during the pre-extension period and the full complement of staff put in position as per appendix I to our letter dated the 5th May, 1958 when the blocks are formally inaugurated as stage I blocks. If trained personnel of any category are not available in required number for the new blocks, the pre-extension work should be suitable staggered and a beginning made with a smaller number of blocks instead of all the blocks now allotted. The staff so posted should not be drawn at the expense of other blocks.

3. Names of the areas selected for the location of the blocks against this allotment should be intimated to this Ministry together with the date on which pre-extension work is commenced in them.

4. Detailed particulars in the prescribed proforma regarding the blocks may be forwarded.

5. Block Advisory Committees, now known as Block Development Committees, may be constituted as early as possible.

6. The receipt of this letter may kindly be acknowledged.

LETTER NO. 30 (27)/58-PC, DATED THE 18TH DECEMBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS & UNION TERRITORIES.

SUBJECT.—*Community Development Programme—tests of self-reliance and self-help.*

The Central Committee, at a recent meeting presided over by the Prime Minister, has decided that, in future, there should be some simple norms of performance laid down before the Community Development Programme is taken up in any new area or continued in an existing block. The norms are intended to test and ensure continuous self-help & self-reliance on the part of the people.

2. The following procedure is outlined to achieve this purpose :—

(i) Before an area is taken up as a pre-extension block, advance notice may be given to the villages in the proposed block area that self-help and self-reliance on the part of the people would be tested by any or all of the following criteria (as may be laid down by the State Government after considering the level of development of the area).

(a) fair evidence of village cleanliness and sanitation.

(b) Number of compost pits dug and used.

(c) Extent of coverage by (i) Panchayats and (ii) Cooperatives.

(d) Extent to which responsibility for development programme is shouldered by Panchayats.

(e) Extent to which credit and supplies are channelised through Cooperatives.

(f) Any other criterion that may be laid down by the State Government having regard to local conditions.

(ii) It is proposed that the District Collector should, in consultation with the District Development Committee (*i.e.*, the non-official advisory body at the district level), decide whether the area satisfies the test. If it does not, he may recommend another block area which does.

(iii) It should also be ensured that throughout the period of operation of a block, the tempo of the people's sense of self-reliance is kept up. With this end in view, the conversion of a pre-extension block into Stage I should depend largely on the performance of the villagers in the above fields as judged again, in accordance with the procedure indicated in (ii) above. If a pre-extension block does not satisfy the test, it will continue to function only as a pre-extension block until it does.

(iv) Again, the 'Local Works' portion of the schematic budget of a Stage I or Stage II block, (which will be transferred to Panchayats for planning and implementation under the guidance and approval of the Block Development Committee) should be allotted by the Block Development Committee every year only to such panchayats which have shown a good record in these fields.

3. The implementation of the above decision would necessarily involve the active association of the Collectors with the Programme. It is, therefore, requested that such of the States, which have not actively associated Collectors so far with the programme, should take urgent steps to do so. This will apply equally to the non-official members of the Block Development Committees.

4. As it is proposed to allot the next series of pre-extension blocks, and convert the pre-extension blocks into Stage I, on the basis of these tests, Development Commissioners are requested to give wide publicity to this, and furnish to this Ministry before the 15th March, 1959, the names of the blocks which have been selected for starting pre-extension activity as well as those for the commencement of Stage I.

5. The receipt of this letter may kindly be acknowledged.

BLOCK PERSONNEL

LETTER NO. CPA/100(2)/54, DATED THE 18TH JANUARY, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS AND DIRECTORS OF COMMUNITY PROJECTS.

SUBJECT.—*Pay Scale of Social Education Organisers.*

A reference is invited to letter No. CPA/100(1)/52, dated 8th October, 1952 and to the enclosure styled 'Scheme for the selection and training of Social Education Organisers'.

2. The qualification prescribed for a Social Education Organiser was Matriculation or equivalent standard, with experience of at least three years of practical social work, and age limit upto 45 years. The pay scale prescribed was Rs. 80-200. It was said that the scale is to be taken as guide and may be varied to suit local prevailing rates.

3. Later on, this question was considered by the conference of the Directors of the Social Education Organisers' Training Centres, held in August, 1953. The recommendation was that the minimum qualification for Social Education Organisers should be a Bachelor's Degree of a University. Relaxation was allowed in case of those who had at least five years' experience of Social Work and village reconstruction activity. The minutes of the Conference were sent to all State Governments and a self-contained note was attached to letter No. CPA/100(40)/53, dated 26th September, 1953, embodying the change in the requirement of minimum qualification.

4. Now that the minimum qualification has been raised from Matriculation to a Bachelor's Degree, it is considered advisable to give to the Social Education Organisers who hold a Bachelor's Degree of a recognised University, pay scales equal to those prevalent in the respective State for a graduate (B.A. of B.Sc.) with a degree in teaching (B.T. or its equivalent). The State Governments may, it is suggested, revise the pay scale of the Social Education Organisers who are graduates, to bring them into conformity with the pay scales of teachers having a Bachelor's degree and a Degree in teaching.

5. Information may kindly be sent to this Administration as regards the scale prevalent in the State for teachers having a Bachelor's Degree with a Degree in teaching or its equivalent. It may also be indicated what scale of pay is being given to Social Education Organisers on the basis of their educational qualifications. Early action is desired.

20—2 C. D. & C./61

LETTER No. CPA/100/(2)54-TP, DATED THE 21ST DECEMBER, 1954, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATE GOVERNMENTS).

SUBJECT.—*Recruitment and Pay Scale for Women Social Education Organisers.*

In his monthly letter dated July 15, 1954, Administrator, Community Projects Administration, wrote as follows :—

"We are taking some steps which may help us to attract more women Social Education Organisers. I shall let you know about it soon. Meantime, I have a feeling that it may not be desirable for us to insist on a B.A. degree for women Social Education Organizers. She may be a good Intermediate. But her training may include, besides the 5 months normal course, an additional course of supplementary instructions in home economics, village crafts and child welfare. This question is under review and we shall pose our final thinking on the subject to you not too long from now."

"One matter that strikes me as something which may make it easier for women Social Education Organisers to work with us, will be the provision of a male attendant who can accompany them in their tour of villages. Judging conditions as they exist in the majority of our villages in India and also the average reaction that some village folks may have towards a lone educated young woman in their midst, a male attendant seems not only unavoidable but an imperative safeguard. I shall be grateful if you will think this matter over and try this suggestion out in practice".

We have been finding ways and means for attracting women Social Education Organisers for manning the Community Projects and N.E.S. Blocks. A special training programme for Women Social Education Organisers to be conducted by the Baroda University has already been arranged, and you have been informed of this separately. In view of the fact that it is difficult to get suitable women candidates to come for work in the exacting conditions of life as rural areas present, it has already been suggested that you may reduce the entrance qualifications for women Social Education Organisers to Intermediate and in some cases even to Matriculates provided the latter have about 3 to 5 years of experience in actual social work associated with some recognised institution. You will agree that for obvious reasons the salary scales for Social Education Organisers, both men as well as women, will have to be the same regardless of any possible reduction in the qualifications

of the women organisers. This will enable you to attract women organisers because of the relatively more attractive terms that will come in the way of this offer.

The action taken on the above recommendations may kindly be intimated to this Administration in due course.

D.O. LETTER NO. CPA/15(3)/55-TP, DATED THE 3RD FEBRUARY, 1955, FROM SHRI U. L. GOSWAMI, SECRETARY, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

My dear,

At the joint request of the Community Projects Administration and the Ministry of Food and Agriculture, the Programme Evaluation Organisation have agreed to undertake a study of criteria for selection of Gram Sevak Trainees. The primary purpose of this study is to provide a better basis than is now available for knowing what qualifications to look for in candidates for recruitment as Gram Savaks, so that presons likely to prove more successful as Gram Sevaks may be taken.

2. The method proposed to be adopted for this study may be stated very briefly as follows :—

(a) In each community project and development block selected for this study, the APO and other Subject-matter Specialists (*e.g.*, the Agricultural Supervisors) who know the work of the Gram Sevaks in their blocks will be requested to give their judgment on the relative success of the Gram Sevaks in their blocks. This they will do by ranking the Gram Sevaks according to eight criteria of success (Indicated in Statement 'A' and described briefly in Guide to Members of Panel Ranking Gram Sevaks (Statement B)*. These criteria are a set of indicators, which reflect how successful a Gram Sevak has been in promoting the objectives of the community development programme. They have been evolved in consultation with a few Development Commissioners' Principals of Training Centres and other specialists who were attending the Bhubaneswar Seminar in January 1955.

(b) The Gram Sevaks in each of these blocks will be requested to give information on personal history and experience indicated in the enclosed proformas (Statement C). The Gram Sevaks will fill this proforma under the guidance of the APO/BDO in the course of their regular staff meeting, so that all the

*Not Printed.

questions are properly understood by all Gram Sevaks. These proformas are being translated in the local languages to facilitate understanding by Gram Sevaks.

The above data will be collected in all community projects and blocks started in 1952-53 and 1953-54 in 14 States. The part 'C' States and some part 'B' States which have fewer than five blocks have been excluded. Thus, data will be obtained for about 3,000 Gram Sevaks in nearly 200 community development blocks. This number, it is felt, will be sufficient for drawing the generalisations, which are aimed at.

3. The results of ranking of Gram Sevaks and the personal history data (2b above) will be analysed to bring out the relationship between the two *i.e.,* between success as a Gram Sevak and such background and personal experience factors as age, education, previous jobs, experience of social service etc. This will be done in order to determine which of the background factors are important in influencing success of Gram Sevaks and may be used as criteria at the time of their selection. This is one of the two major objectives of the study.

4. The second major objective is to study the relationship between success as a Gram Sevak and certain personality traits. This will be done by picking out a sample of the Gram Sevaks ranked as "most successful" in each block and those considered 'least successful', and obtaining detailed information on their personality traits. Differences between the two groups of Gram Sevaks will then be analysed to determine which personality traits are most important for success as Gram Sevak. In both the collection and analysis of personality data, the Evaluation Organisation will enlist the assistance of highly competent psychologists.

5. It is hoped that this study will help furnish the answers to the question: "Persons with what types of background and personality traits make good Gram Sevaks, and which types make poor Gram Sevaks" and will thus enable us to improve our methods of selection of Gram Sevak trainees. Accordingly, a great deal of thought has been given to ways and means of carrying it out successfully with the minimum possible burden upon the project/block staff concerned. The procedure for ranking of Gram Sevaks and collecting personal history sheets have been pretested with encouraging success in three community project blocks. It might be mentioned also that the Project Officers who took part in this test felt that this ranking had given them an opportunity to think about the strength and weakness of the different Gram Sevaks under their charge and they hoped that this would help them in attending to each Gram Sevak's needs and improving his work.

6. The plan of this study was considered by a Working Group consisting of a few Development Commissioners' Principals of Extension Training Centres, Project Executive Officers and representatives of the Community Projects Administration and Programme Evaluation Organisation who had assembled at the Bhubaneswar Seminar. After approving the plan of the study, the Group recommended the following procedures for conducting the study in the States :—

(a) Ranking of Gram Sevaks in each block should be done by the following :—

(i) The APO/BDO,

(ii) Three subject-matter specialists from among those in agriculture, animal husbandry, co-operation and panchayats, health and social education. Only those subject-matter specialists should be asked to participate in the ranking who know all Gram Sevaks and have known them for a minimum period of three months. This minimum period, it was felt, was essential for a supervisory officer to have an adequate idea of the Gram Sevak's work.

(b) Since the procedures of ranking and interpretation of criteria cannot be adequately conveyed by a letter, an officer who is well acquainted with this work should be available for guidance at the time of the ranking session. It was agreed that an officer from the Programme Evaluation Organisation will assist each group and serve as the Secretary to the Ranking Panel. He will not, however, participate in the ranking.

(c) In view of the small number of Evaluation Officers (one in each State) and in order to enable this study to be completed as quickly as possible, it is proposed that the staff of a number of blocks which is to participate in ranking, should meet for the ranking session at a convenient place. The blocks may be divided into 2 or 3 or more zones, and the staff of blocks of each zone may meet at one place. A centrally located block headquarter would be most convenient. It may be mentioned in this connection that Bihar has indicated that its 15 blocks could be divided into three zones, and Pusa, Bihar Sharif and Ranchi would be the most suitable places for the sessions. As the ranking session itself will take only about three hours, the staff will not be away from their other duties for more than a day or so.

7. We shall soon be sending you a supply of the "Guide to Members of Panel Ranking Gram Sevaks", Personal History Sheets and other relevant papers connected with this study. Necessary copies of these

may be sent to the APOs/BDOs concerned alongwith your letter advising them of the ranking session. The block officers should get the personal history sheets filled by the Gram Sevaks at the usual periodical meeting preceding the ranking session, bring them along at the ranking session, and hand them over to the Evaluation Officer.

The comprehensive personality test will come at a later stage. Detailed arrangements about them will be worked out.

8. I trust that you will lend your full support to make this study a success. In this regard, there are two questions :—

(i) At what locations will it be convenient for the supervisory staff of the 1952-53 and 1953-54 community development blocks (not NES) to come during the first two weeks of March for a one-day meeting ?

(ii) What dates would be most convenient for these ranking meetings to be held? These meetings will have to be fixed sometime after the periodical meeting of the Gram Sevaks. In fixing the time of the meetings at different places, allowance will have to be made for the time required for the Evaluation Officer to travel from one place to the next.

An early reply will be much appreciated.

LETTER NO. CPA/16(13)/54-TP, DATED THE 17TH FEBRUARY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATE GOVERNMENTS).

SUBJECT.—*Supply of Veterinary Personnel during the Second Five Year Plan Period.*

Please refer to the marginally noted correspondence (copies enclosed for ready reference) issued by the Indian Council of Agricultural Research, to the State Governments, on the above subject. In view of the shortage of veterinary personnel, it is requested that full advantage may be taken of this Scheme to make up the deficiency.

(1) Letter No. F.21(3)/54-Edn. dated 3-1-55, with encl.
(2) Letter No. F.21(3)/54-Edn. dated 20-1-55.

2. It is presumed that the State Governments have since forwarded their proposals to the Indian Council of Agricultural Research. If, not, it is requested that it may kindly be expedited.

3. Action taken may kindly be intimated to this Administration.

Enclosure 1.

Letter No. F. 21(3)/54-Edn., dated the 3rd January, 1955, from Union Ministry of Food and Agriculture (I.C.A.R.), New Delhi, to the State Governments of Assam, Bihar, Bombay, Madhya Pradesh, Madras, Punjab, Rajasthan, Uttar Pradesh, West Bengal and Hyderabad.

Subject.—*Supply of Veterinary personnel during the Second Five Year plan Period.*

As you are aware, the activities of the Animal Husbandry Departments in the States have increased enormously during the past few years. Several important schemes for intensive development of livestock, such as Key Village Scheme, Artificial Insemination Scheme etc. have been started. The existing acute shortage of trained veterinary personnel is, however, seriously impending the speeding progress of these projects.

2. The Planning Commission have proposed that during the Second Five Year Plan the entire country should be covered by the National Extension Service Blocks. The requirements of Veterinary personnel for nearly 3,805 blocks to be undertaken in various states would be 3,805 at the rate of one per Block as indicated below :—

States	No. of Veterinary Personnel required
1	2
1 Andhra	227
2 Assam	103
3 Bihar	448
4 Bombay	351
5 Madhya Pradesh	233
6 Madras	373
7 Orissa	165
8 Punjab	136
9 Uttar Pradesh	674
10 West Bengal	341
11 Hyderabad Dn.	198
12 Madhya Bharat	82
13 Rajasthan	167
14 Mysore	98
15 Pepsu	40
16 Saurashtra	43

1	2
17 Travancore-Cochin	102
18 Ajmer	6
19 Bhopal	3
20 Delhi	6
21 Himachal Pradesh	7
22 Kutch	7
23 Manipur	8
24 Tripura	7
25 Vindhya Pradesh	40
26 N.E.F.A.	9
27 Jammu & Kashmir	31
TOTAL	3,805

3. There are 10 Veterinary Colleges in the country, including the one started recently at Bikaner in Rajasthan. The output from all these Colleges is about 200-250 per annum, which is not sufficient even to meet the present requirements of the States. It will thus be seen that the position with regard to trained veterinary personnel is really unsatisfactory and if any headway is to be made with the implementation of various schemes, including those to be taken up during the Second Five Year Plan, ways and means removing this deficiency will have to be found.

4. The question of meeting the increased demand for trained veterinary personnel has been under the active consideration of the Government of India for some time. Double shifts have been started this year in the Veterinary Colleges at Hissar and Hyderabad for training students from those States which have no Veterinary College. The existing Veterinary Colleges are, in pursuance of the recommendations made by the Government of India, increasing the admission to their maximum capacity. These arrangements will not, however, meet the increased demands of the various States and the requirements of the Planning Commission during the Second Plan period even in several years to come.

5. It is recognized that, if veterinary services in the States are to be improved and animal husbandry problems are to be tackled on a proper scientific basis, a fully trained veterinary and animal husbandry expert is the only solution, and this will have to be attempted on a long

term basis by the establishment of more veterinary colleges. It will, however, take at least four years from the time of establishment of the new colleges for their first batch of graduates to become available for field work in the States. As the requirements of the Planning Commission in para 2 above will have to be met fairly quickly so that work could be initiated in all the Blocks to be undertaken during the Second Plan period, it is necessary that some other expedient is thought out quickly to meet this urgent demand even if it may not be entirely satisfactory.

6. The question of introducing an emergency short course for the training of personnel required for animal husbandry work was considered at the meetings of the Regional Committees of the Indian Council of Agricultural Research (comprising Directors of Animal Husbandry of States as well as a number of Principals of Veterinary Colleges) held recently at Coimbatore, Gwalior and Calcutta. After very careful consideration of the various suggestions made it has been agreed, as an interim measure, to institute a two year course intermediary between the B. V. Sc. degree and Stockmen courses for providing basic training in comparatively simple veterinary and animal husbandry work in the field, such as general animal husbandry, inoculation, castration, first-aid treatment, distribution of bulls, artificial insemination etc., with emphasis on practical work. The intention is that these Diploma holders would not function as Veterinary Officers but that groups of persons so trained would work under the general guidance and supervision of a fully qualified Veterinary Officer.

7. As the equipment and training of these Diploma holders will not be extensive but will be directed only to routine matters in the field, they will not be fully competent to treat diseases of animals nor will they be able to render-expert advice on animal husbandry matters. It is, therefore, intended that these Diploma holders would form a separate cadre intermediate between Stockmen and Veterinary Assistant surgeons and that they would not be eligible for appointment as Veterinary Assistant Surgeons, except without further training as provided in para 9. The object of creating this new cadre is purely that of meeting an emergent situation and not that of doing away with the fully qualified veterinary officer, and it is hoped the State Governments will appreciate that any attempts to reduce the period of training of the latter would prove very risky.

8. It has been brought to the notice of the Government of India that one of the principal reasons for the existing acute shortage of trained veterinary parsonnel is that many do not take to this arduous training because of the service conditions of veterinary personnel being not very attractive. While a few State Governments have recently enhanced the pay scales of their veterinary staff, it is felt that all the State

Governments should examine veterinary pay scales and see that adequate scales are laid down as an incentive to attract suitable type of students in adequate numbers for this highly technical training.

9. So far as these two-years Veterinary Diploma holders are concerned, it is considered that while it would be difficult to have a uniform scale of pay in the various States, it would be necessary in order to attract really good candidates for this course to have a fairly wide and attractive scale of pay, somewhere between the existing scales of pay of the Stockmen and the Veterinary Assistant Surgeons, stretching over a span of 20-25 years service and without making the initial pay and the annual increments unduly low. In order to provide an incentive to good workers it would also be desirable to have a selection grade for certain percentage of the total number of posts in this cadre.

10. It is expected that the immediate problem of having some (though not adequately) trained veterinary personnel will have been solved to a large extent by the end of the Second Five Year Plan period. These two year course schools will, therefore, have to be closed or converted into full-fledged veterinary colleges as soon as this urgent demand has been met. The question whether such Diploma holders could, at a later date, after further adequate training be eligible to sit for the B.V.Sc. degree would also have to be examined later in consultation with the concerned Universities.

11. It is suggested that the two-year course proposed above may be started in various States with financial assistance from the Central Government if necessary on the same basis as far Basic Agricultural Schools (Statement enclosed Appendix I).

12. A model syllabus of the two-year course is being drawn up and will be forwarded to the State Governments shortly. In the meantime it is necessary to assess the requirements of the various States of this type of field workers as also the facilities available for starting such courses. It is intended that to begin with this new course might be started in the existing Veterinary Colleges or in new institutions located near about these Colleges as the States not having Veterinary Colleges might not have the requisite teaching and laboratory facilities for starting this course. It is, therefore, hoped that the States having Veterinary Colleges would be agreeable to train the requisite number of students in this two-years course, from the States which do not have Veterinary Colleges. I am to request you to kindly indicate your requirements of this type of field workers and also whether your Government would be interested in setting up such a Centre.

13. The receipt of this letter may kindly be acknowledged immediately and the requisite information furnished to this office in the enclosed proforma (Appendix II) by the 31*st January,* 1955 *at the latest.*

Appendix I

Statement showing the basis of sharing of expenditure on the Basic Agricultural Schools.

	Central Govt.	State Govt.
I. *Non-recurring* :		
(i) Reorganised School. (Capacity 120 students).	Full (Rs. 50,000)	
(ii) New School (Capacity 120 students).	Full (Rs. 1,25,000)	
II. *Recurring* :		
(i) First Year	Two thirds	One third.
(ii) Second Year	Half.	Half.
(iii) Third year	One-third	Two-thirds.
(iv) From the 4th year	..	Full.

Appendix II

1. Number of two-year Veterinary Diploma holder field workers required by the State Government during the next 5 years.

2. Is the State Government interested in setting up a two-year Veterinary course Centre ?

3. Whether it is proposed to start the course in the existing Veterinary College ?

4. If a new institution is to be started, please indicate the location and the facilities available in regard to school and hostel buildings, Veterinary hospital and equipment etc.

5. Percentage of the total number of students to be admitted from other States having no Veterinary Colleges of their own, assuming that 100 students will be admitted for each course.

Enclosure 2.

Letter No. 21(3)/54-Edn., dated the 20th January, 1955, from Union Ministry of Food and Agriculture (I.C.A.R.), New Delhi, to all the State Governments except Assam, Bihar, Bombay, Madhya Predesh, Madras, Punjab, Rajasthan, Uttar Pradesh, West Bengal and Hyderabad.

Subject.—*Supply of Veterinary Personnel during the Second Five Year Plan Period.*

I am directed to invite a reference to this office endorsement of even number dated the 3rd January, 1955 on the subject mentioned above, and to say that if those States which do not have Veterinary

Colleges also consider it feasible to establish Centres for running a two-year course for the training of Veterinary personnel required for the National Extension Service Blocks, the Government of India can consider proposals for financial assistance to such states in this regard. I am, therefore, to request you kindly to indicate whether your Government would be interested in setting up such a Centre. If so, the requisite information may kindly be furnished to this office in the enclosed proforma by the 15th February, 1955 at the latest.

LETTER NO. CPA/43/54/P, DATED THE 28TH MAY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Permanency of Service of the Staff Employed in the Community Development Programme.*

Please refer to para 8 of the note appended to this Administration's letter No. CPA/163/52 dated April 29, 1953 (Blue Pamphlet) wherein it was indicated that after the completion of the programme, each Development Block of either type will retain on a permanent basis the personnel of National Extension Service. As the State Governments are aware, the question of permanency of Service was also recently discussed at the Fourth Development Commissioners' Conference held at Simla from 9th to 12th May, 1955, and the following recommendations were made :—

Item No. V (2)—*Permanency of Service :*

"The Committee (of the Development Commissioners' Conference) fully appreciated the advantages of confirming the staff on a permanent basis sanctioned for the National Extension Service in view of the beneficial effects of such action on the conditions of service generally and on efficiency. This should be extened to all posts on the basic National Extension Service pattern. The health personnel who constitute an addition to the National Extension Service will be subsidised by the Health Ministry through their scheme for the first two years and will then be financed by the Community Projects. Orissa has a policy of confirming all posts which have lasted for more than five years continuously. Mr. R. C. Dutt, Joint Secretary, Ministry of Home Affairs mentioned the Central Government policy of confirming 80 per cent of all temporary posts except those of a purely temporary nature. Health personnel should therefore be treated as a permanent service".

It is accordingly suggested that the question may be reviewed by the State Governments in the light of the recommendations of the Conference and suitable action taken to make permanent such staff as are calculated to be retained permanently.

LETTER No. CPA/9/1/P/55, DATED SEPTEMBER 12, 1955, FROM GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF WEST BENGAL, DEVELOPMENT DEPARTMENT, RAJBHAVAN, CALCUTTA AND COPY FORWARDED FOR INFORMATION AND NECESSARY ACTION TO ALL OTHER DEVELOPMENT COMMISSIONERS.

SUBJECT.—*Community Development and National Extension service Programme.*

An extract from para 12 of the Tour Report of Shri R. K. Chatterji, Director of Information and Public Relations, on his recent visit to West Bengal is reproduced below :—

"A matter which has been worrying the Project as well as the people is the future of the programme after the present period expires on March 31, 1956. Apparently, this is the subject on which almost all community project workers are now exercising their minds. I think a circular from the C.P.A. indicating what would be the position of these projects after the period of operation was over and what would be the position of the staff, might be sent to all the State Governments."

2. The position with regard to continuance of the development activities and retention of the staff employed on the community projects and National Extension Service Blocks after the expiry of the projected period has been indicated to the State Government in some of the communications issued by this Administration. The position is briefly restated:—

(i) As regards staff, a reference is invited to paragraph 8 of the note appended to this Administration letter No. CPA/163/52 dated 29-4-1953 (Blue pamphlet), and sub para 3 of paragraph 3 of letter No. CPA/163/54-P dated 13-11-1954, from which it will be observed that after completion of scheduled programme of work, each development block whether of the Community Project or National Extension Service type will continue to retain on a permanent basis, the personnel of the National Extension Service, the financial assistance provided by the Centre will be confined to 50% of the recurring expenditure on personnel as provided in the National Extension Service pattern, up to the end of the Second Five Year Plan Period. As National Extension Service provides the permanent future administrative set up of the country, the necessity of making permanent such of the existing staff as are intended to be retained on a permanent basis has been emphasized in this Administration letter No. CPA/43/54-P dated the 28th May, 1955. Attention in this connection is also invited to item II(iv) (2) of the Main Recommendations & Conclusions of the 4th Development Commissioners' Conference held at Simla, according to which no staff

services are to be withdrawn from any of the areas after the intensive period is over but such of the staff as is not provided in National Extension Service pattern will have to be borne on the cadres of regular Departments of the State Governments.

(ii) As regards development work, the intention is that on completion of the scheduled period of operation of the existing projects and development blocks, the responsibility for maintenance and running of the institutions set up during the project period as also continuance of development and welfare activities on similar lines in the project areas, rests with the State Governments with such assistance as may be available from the Central Ministries concerned. Item II(iv)(3) of the Main Recommendations & Conclusions of the Simla Conference may also be referred to in this regard.

3. In the circumstances outlined above, it is felt that the staff employed on the implementation of the community development and National Extension Service programme need not entertain any fears about the insecurity of their service on completion of the existing programme of work. It is, however, suggested that they may be informed accordingly in order to ensure their continued zeal and devotion to the work which is essential for the success of the development programme.

Letter No. CPA/9(6)/P/55, dated the 5th October, 1955, from Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments.

Subject.—*Main Recommendations and Conclusions of the Fourth Development Commissioners' Conference—Extension officer for Cooperation.*

Please refer to item I(C) (8) of the Main Recommendations and Conclusions of the Fourth Development Commissioners' Conference held in Simla in May, 1955, regarding the appointment of a separate Extension Officer for Cooperation in each National Extension Service Block. The purport of this recommendation is that the existing officer for "Cooperation and Panchayats" provided in the National Extension Service staffing pattern should be a wholetime officer for "Cooperation", leaving the panchayat work to be handled by the panchayat officers of the State Governments maintained at District, Sub-divisional and Projects/Blocks levels. No separate post of Extension Officer for Cooperation need therefore be created for the purpose.

*(2. This disposes of your letter No. 8312-3122/XXI-Div., dated August 5, 1952).

*( ) Madhya Pradesh only.

LETTER No. CPA/15(36)/55-TG, DATED THE 1ST NOVEMBER, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Relaxation of qualifications for Block Level Extension Officers (Cottage Industries) and allotment of trainees for the Second Course.*

Please refer to para 4 of this Administration letter No. CPA/15 (36)/55-TS, dated April 28, 1955, in which the qualifications have been indicated for trainees as Block Level Extension Officers (Cottage Industries). It has been represented to this Administration that the qualifications laid down were high and the State Governments were not, therefore, able to select and depute their allotted number of trainees to the four Regional Institutes at Bombay, Madras, Delhi and Calcutta. It has, therefore, been decided that from the next course which is scheduled to begin from February, 1956, the State Governments may select candidates with *any* of the following qualifications (which have been given in order of priority) :—

(i) Degree or Diploma holders in any branch of Engineering;

(ii) Degree holders in Pure or Applied Physics;

(iii) Degree holders in Chemistry;

(iv) Degree holders in Biology;

(v) Degree holders in Business Management.

2. As stated above, the second course of training will commence at the four Regional Institutes in *February,* 1956. The exact date will be intimated later. A statement indicating the number of seats allotted is enclosed. (It is the same as for the first course). With the relaxation of qualifications intimated in para one above, and sufficient advance intimation of the date of commencement of the training, it is presumed that the State Governments will be able to recruit their full quota of trainees and depute them to the Institute concerned on the due date. Necessary action to select trainees may kindly be taken urgently and their names and other particulars communicated direct to the Directors of the respective Regional Institutes, with a copy to this Administration as early as possible and, in any case, by 31*st December,* 1955, at the latest.

Stipends to trainees.—Attention is invited to this Administration letter No. CPA/15(36)/55-TP dated 28th May, 1955.

Assurance of Employment.—This may be given to only those candidates who complete the training successfully. This may be explained to the candidates before they are sent for training. State Governments may consider execution of a Bond by the trainees who are directly

recruited to serve for a period of at least 2 years, if called upon to do so or refund the stipend amount in case they leave earlier or before completion of training.

(1) Copy (with enclosure) to:

(i) The Director,
Small Industries Service Institute,
56, Sundernagar,
Mathura Road, NEW DELHI.

(ii) The Director,
Small Industries Service Institute,
16 Theatre Road, (Ground Floor),
CALCUTTA-16.

(iii) The Director,
Small Industries Service Institute,
Elphinstone Building, Ground Floor,
10-Veer Nariman Roard,
Fort, BOMBAY-1.

(iv) The Director,
Small Industries Service Institute,
23, Nungambakkam High Road,
MADRAS-6.

(2) Shri L. N. Renu, Development Officer and Secretary, Small Scale Industries Board, Shahjehan Road, New Delhi, with reference to correspondence resting with his D.O. No. DC. DOR(90)/55 dated 11-10-1955—with 5 spare copies. The date of commencement may kindly be intimated early.

(3) Shri K. A. Padmanabhan, Development Officer, Office of the Development Commissioner (Small Scale Industries), Shahjehan Road, New Delhi.

(4) Ministry of Commerce and Industry (Shri P. Govindan Nair, ICS), New Delhi.

(5) Director/Joint Director of Industries of all State Governments.

(6) Officers and Branches of C.P.A. (except Administration and General Branches).

N. KAUL,
Under Secretary.

ENCLOSURE

Statement showing the allotment of seats.

Name of Regional Institute	State	No. of seats allotted
1	2	3
Calcutta	West Bengal	4
	Orissa	6
	Bihar	7
	Assam	5
	Manipur	1
	Tripura	1
	N.E.F.A.	1
		25
New Delhi	Punjab	6
	Uttar Pradesh	8
	Rajasthan	3
	Pepsu	2
	Jammu & Kashmir	2
	Himachal Pradesh	2
	Delhi	1
	Ajmer	1
		25
Madras	Madras	8
	Andhra	4
	Travancore-Cochin	5
	Mysore	2
	Hyderabad	5
	Coorg	1
		25

1	2	3
Bombay	Bombay	8
	Madhya Pradesh	7
	Saurashtra	2
	Madhya Bharat	4
	Kutch	1
	Vindhya Pradesh	1
	Bhopal	2
		25

LETTER NO. CPA/30(16)/1/56-PRG., DATED JUNE, 16, 1956, FROM THE GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATE GOVERNMENTS).

SUBJECT.—*Recruitment and Promotions of Village Level Workers.*

I am to invite your attention to this Administration's letters No. CPA/165/53 dated the 18th September, 1953 and Demi-official No. PS/CP-938 dated the 8th October, 1953.

It will be observed that among other things the necessity for giving promotions based on merit was emphasized in these communications and it was suggested that a Village Level Worker should be considered for promotion not only to the post of Block Development Officer but also; if he shows greater aptitude for technical work than for administrative work, for promotion in the different development departments like Agriculture, Co-operation, Animal Husbandry, Social Education etc.

This matter was also considered at the Fourth Development Commissioner's Conference held at Simla in May, 1955 and the resolution adopted at the Conference is as follows :—

"The State Governments should indicate clear channels of promotion in respect of Gram Sevaks and other project personnel wherever it has not been done. A certain percentage of posts of Social Education Organisers, subject-matter-specialists and Block Development Officers should be filled by promotion. In addition, a special selection grade should also be introduced for Village Level Workers".

It is presumed that good material is available in ample measure in the category of Village Level Workers for promotion as suggested above. This Administration would, therefore, be glad to know as to whether the channels of promotions for Gram Sevaks have been clearly indicated and whether any promotion of Village Level Workers have been effected in accordance with these recommendations.

LETTER NO. MCD/9(5)P/56, DATED OCTOBER 6, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development and NES Programme—Selection of Staff.*

An instance has come to the notice of this Ministry where a Project Executive Officer belonging to a village situated in the Community Project area under his charge, got himself involved in the local politics of the area and is alleged to have been responsible for misappropriation of public funds and showing favours to his relations. This is a matter of great concern, especially in view of the universal esteem as regards integrity of staff and their loyalty to the objective of the programme, in which the movement is held by people in India and abroad. In order, therefore, to ensure that such instances do not recur, it is suggested that still more vigilant care be taken in the selection and posting of staff so that only men of unquestioned integrity and character are appointed on responsible posts and that no member of the staff gets posted in an area in which his home village is located.

LETTER NO. MCD/19/XII(26)/56-PRG., *dated the* 27TH OCTOBER, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/ DIRECTORS OF COMMUNITY PROJECTS (ALL STATE GOVERNMENTS EXCEPT COORG AND NEFA)

SUBJECT.—*Extension Officer for Industries in CD/NES areas.*

As you are already aware the 5th Development Commissioners' Conference held at Nainital from the 5th to 7th May, 1956 recommended that :—

> "There should be an Extension Officer for Industries made available to each CD Block and NES area. This Officer should be part of the industries organisation of the State but should be attached to the Block Development Officer just as in the case of other block level extension officers. These posts will be filled

as and when suitable trained persons are available, priority of posting them being given to Community Development Blocks. The cost of this officer will come within the terms of the pattern of assistance of the Ministry of Commerce and Industry (*i.e.*, sharing expenditure on a 50:50 basis with the State Governments)."

The Ministry of Commerce and Consumer Industries have since addressed the State Governments in this regard *vide* their circular letter No. 38-L.I (B) (49)/56, dated 19th October, 1956, copy enclosed for ready reference. As stated in para 3 of the Ministry's letter it would be appreciated if immediate steps are taken by the State Governments for the recruitment of the additional staff so that they may start their training from 15th November, 1956.

Action taken in the matter may kindly be intimated to this Ministry in due course.

ENCLOSURE

Immediate

LETTER NO. 38-L I(B) (49)/56, DATED OCTOBER 19, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMERCE AND CONSUMER INDUSTRIES, NEW DELHI, TO ALL STATE GOVERNMENTS. (EXCEPT COORG AND N.E.F.A.).

I am directed to refer to Section 3 of Office Memorandum No. 52-S.S.I. (66)/55, dated the 4th June, 1955 of the late Ministry of Commerce and Industry, wherein the Central Government undertook to bear 50 per cent of the expenditure on the salaries and allowances (excluding T.A.) of all *additional* staff (excepting those employed for handloom industry) employed by the State Government on Small Scale Industries.

2. It has been represented by Ministry of Community Development (CPA) that the State Governments are experiencing difficulties in providing Extension Officers (Industries) for village and small scale industries in the N.E.S. and C.D. Blocks situated in their States. It is, however, imperative that each N.E.S. and C.D. Block should be provided with one Extension Officer (Industries). It is, therefore, requested that immediate steps may please be taken by all State Governments to strengthen their staff in the Industries Department with a view to providing these Extension Officers for village and small scale industries in the N.E.S. and C.D. Blocks in their States. It is understood that these Extension Officers would be borne on the cadre of Industries Departments of State Governments. The Central Government will be prepared to bear 50 per cent of the expenditure on the salaries and allowances (excluding T.A.) of all these additional officers employed

by the State Governments in the N.E.S. and C.D. Blocks. These Extension Officers (Industries) should be appointed, on probation, and sent on training. During the period of training also the Central Government would bear 50 per cent of the expenditure on salaries and allowances (excluding T.A.) of these officers.

3. I am to request that immediate steps may kindly be taken for recruitment of this additional staff as the integrated training course for one year arranged by the Small Industries Service Institutes of this Ministry and the Mahavidyalayas of the All India Khadi and Village Industries Board of these Extension Officers (Industries) will commence on the 15th November, 1956.

LETTER No. MCD/4(1)/P/57, DATED FEBRUARY 13, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Association of the Sub-Inspectors of Schools with the Block teams.*

Please refer to para 11 of the monthly letter from the Minister for Community Development No. 11/56 dated December 30, 1956 (extract reproduced below) regarding association of the Sub-Inspectors of Schools as members of the block teams.

> "You will have received by now or you will shortly do, communications from the C.P.A. on the programme of teachers' training in Community Blocks during the Second Five Year Plan. School teachers cannot be drawn into the orbit of the programme unless the Sub-Inspector of Schools has been drawn in first. Sub-Inspector of Schools should constitute a member of the Block team of Specialists, and you should take appropriate action with the Departments concerned."

It is requested that action may please be initiated to associate the Sub-Inspectors of Schools as members of the Block teams.

LETTER No. 12 (65)/57-TG, DATED MAY 10, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/CHIEF COMMISSIONERS ALL STATE GOVERNMENTS/ADMINISTRATIONS.

You may be about to make selection for the next batch of the Block Development Officers to be sent for training. At this juncture, it would be desirable to draw your kind attention to the necessity of

having younger age group, say from 28 to 35, as far as possible. This has been necessitated because of the fact that some trainees have been above 45-sometimes even above 50 and have expressed that they were not there because of their will, but because of service discipline. It would be obvious that much cannot be expected from such trainees and the State programme would be adversely affected, not to speak of the wastage of training capacity of the institution. I shall, therefore, be grateful if you will kindly ensure that proper type of persons of the reasonable age groups are selected.

2. There is another aspect to which also I may be permitted to draw your attention. The selection to the posts of B.D.Os., if confined to only those in the State service, may profitably be extended to various Departments rather than being mainly confined to Revenue Service. The Agriculture, the Co-operation and the Panchayats and such other Departments connected with rural work are prospective sources for providing some useful hands as B.D.Os., State Governments may kindly bear this also in mind so as to improve the basic calibre of trainees, which seems to be tending to deteriorate in view of the fast expansion of the programme, to cope up with which, suitable material may not be available, if selection is confined to only a few Departments.

3. The need of the B.D.Os., coming for training after some field experience has also been emphasized many time in the past. It has been observed during training that those who have had about 4-6 months of practical working experience as a Block Officer have proved more responsive to the training and have benefited much more, than those who go quite fresh. It would, therefore, be in the interest of the State programme if the States make it a point to send those of the B.D.Os. who have been in position for about a period of 6 months and have known the actual working of the Blocks in their State, in the various facets of the programme.

4. Through the active co-operation of all the State Governments, the cases of late reporting are very much reduced; yet our aim should be to ensure that there is not a single case of late arrival at the Training Centre. State Governments may, therefore, instruct the selected trainees to see that they are in time at the Training Centre when the course starts. There are some last-minute cancellations necessitated either by illness or other social circumstances of the trainees. To cope up with such situations, it is desirable to have for every batch of trainees a few names as alternate trainees, who having been asked in advance to remain in readiness to start at the shortest notice, can proceed to take place of those who may have to be dropped out.

I shall be very grateful for your kindly bearing these various points in mind, to the best extent possible.

LETTER NO. F. 31(71)/57-TG, DATED JULY 10, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/CHIEF COMMISSIONERS OF ALL STATE GOVERNMENTS/UNION TERRITORIES.

SUBJECT.—*Main Recommendations and Conclusions of the 6th Development Commissioners' Conference held at Mussoorie—April,* 1957.

I am directed to state that the 6th Development Commissioners' Conference *inter-alia* made the following recommendations :—

II. (*a*) (*xxiii*) :

"The recommendations made in para 28 of the Agenda Note were generally agreed to and it was emphasised that extension work in the fields of soil conservation, dry farming, better irrigation—water use and better farm management had suffered because of lack of trained personnel. To overcome this drawback, agricultural officers should also receive training in these fields. It was also recommended that where there were more than 10 blocks in a district there should be an additional District Agricultural Officer.

II.(*f*) (*A*) :

(ii) "Social Education Organisers may be considered for promotion not only in Development and Social Welfare Departments, but also in the Education Department. They should, therefore, be borne on a common cadre with the Sub-Deputy Inspector of Schools. Such S.E.Os., as did not possess necessary qualifications should be provided with opportunities to acquire them".

(iii) "A separate section in the Department of Education may be opened under a joint Director of Social Education".

(iv) "Women S.E.Os., should also be suitably absorbed in the Education Department, after completion of their training for which adequate facilities should be provided wherever necessary".

(v) "The jurisdiction of the Sub-Deputy Inspector of Schools should be made co-terminus with the blocks".

II. (*g*) :

2. "Two Gram Sevikas provided in the C.D. staffing pattern should continue in the post-intensive stage also.

II. (*g*) :

4. "The system of appointing 'Gram Lakshmi' which is in vogue in U.P. and one or two other states, can be introduced in other State also with advantage. In order to overcome the shortage of women

personnel, women organisations should be persuaded to take an increasingly larger part in women's welfare work, and camps and study tours for village women organised in a liberal measure.

5. "To make available a larger number of educated women for work in the villages in the various fields of development it was necessary that village women who are likely to settle down and work in the villages should be financially helped to get for themselves the requisite education and training. Provision of residential houses will greatly help in overcoming reluctance of women to accept posts in rural areas.

II (i) (3) (i) :

"The minimum technical staff, as mentioned below, should be put in position in the community development areas, as early as possible:—

1. Medical Officer	1
2. Compounder	1
3. Lady Health Visitor	1
4. Midwives	4
5. Sanitary Inspector	1
6. Class IV staff	2

II (i) (3) (iii) to II (i) (3) (vii) :

(iii) "State Governments should take early steps to review the requirement of personnel, particularly women personnel like the lady health visitors, auxiliary nurse midwives, and take all necessary steps to augment the existing training centres or consider the question of setting up additional training centres.

(iv) "Training of untrained dais who were carrying out domiciliary midwifery in the villages should be taken up. For this training programme, the Central Ministry of Health have formulated a scheme giving substantial financial assistance. State Governments should take full advantage of this offer.

(v) "*Orientation Training Centres.*—State Governments should take full advantage of the Orientation Training Centres by deputing medical and health personnel according to the pattern circulated by the Central Health Ministry.

(vi) "*Seminars.*—Intra-State Seminars of District Medical and Health officers and other staff working in the Community Development areas should be held. In these seminars, Development Department should be actively and directly associated.

(vii) *"Training in Public Health and Environmental Sanitation at the Extension Training Centres.*—A whole-time medical officer, with public health orientation, should be appointed at the extension training centres, so that adequate training in the fundamentals of public health and environmental sanitation is given to the trainees. Adequate sanitary amenities should be provided at these Centres for the trainees to practise what is preached to them in the class room, and what they were expected to preach to the villagers".

III. (A) (ii) :

"The proposals about study tours of selected panchs and Sarpanchs and also of providing training for Panchayat Extension Officers' Panchayat secretaries as well as Sarpanchs and Panchs were approved. Both these schemes should be taken up as one cannot be an alternative to the other. The training period for Panchayat Secretaries may be of three months". The scheme for this is being worked out by this Ministry.

The State Governments are requested kindly to take necessary action under intimation to this Ministry.

LETTER No. 1(16)/Bd/57, DATED NOVEMBER 8, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS (INCLUDING UNION TERRITORIES).

SUBJECT.—*Schemes for the setting up of Administrative Intelligence Units in the C.P. and N.E.S. areas—Grants-in-aid to the State Governments.*

Will you please refer to the D.O. letter No. CPA/51/55-PPB dated 7th September, 1955 from Shri U. L. Goswami on the above subject, wherein the State Governments were allowed to incur expenditure from the Projects and Block Budgets under the head "State & Project Headquarters' on the Administrative Intelligence Staff appointed at the State Headquarters for work relating to the C.D. & N.E.S. Programme, till such time as special financial assistance for the purpose was provided from the Central Government.

2. The Cabinet Secretariat have since agreed to provide financial assistance to State Governments on a matching basis for expenditure on the Statistical Staff to be employed at State Statistical Bureaus for work relating to the C.D. & N.E.S. Programme *vide* their letter No. 25/10/57–Estt. dated the 20th May, 1957, addressed to all State Governments, a copy of which was forwarded with this Ministry's letter No. 37-56-PP dated 12th June, 1957. It is presumed that the State Governments have availed of this assistance and set up Administrative Intelligence Units. This may please be confirmed. The practice of financing

the cost of such staff from C.D. & N.E.S. Blocks budgets, wherever it exists, should be discontinued immediately, if not already done, and the position may please be intimated to this Ministry at an early date.

Letter No. 8(3)/58-Prg. I, dated 28th January, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners, all State Governments.

Subject.—*Community Development Programme—number of VLWs per block—Recommendation of COPP Team—decision of the Central Committee.*

The study team of the COPP Committee in its report recommended that there should be 20 Village Level Workers per blocks. The Central Committee of the Cabinet at its meeting held on the 8th January, 1958 considered this recommendation and felt that there should be no rigid requirement that every block must have 20 Village Level Workers. The number may have to vary according to the requirements and the conditions in the blocks. The Central Committee also decided that the State Governments should be requested to examine the administrative and financial aspects of such increase.

I am therefore to request you to consider the above decision of the Central Committee and to examine the administrative and financial aspects of the increase in the number of Village Level Workers per block and make available the decision of the State Government to this Ministry at an early date.

Letter No. 3(7)/58-TG-2, dated February 12, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners/Chief Commissioners of All State Governments/Administrations.

Subject.—*Policy and Procedure regarding the selection of Block Development Officers.*

I am directed to invite your attention to CPA letter No. CPA/165/53 dated the 18th September, 1953, in which the policy and procedure regarding the selection of B.D.Os. was laid down.

2. The instructions contained in the above quoted letter have generally been followed by the State Governments keeping in view the local circumstances. Some State Governments recruit B.D.Os. from their junior administrative cadre, some by promotion of suitable subordinate officers, of different Departments like Revenue, Agriculture, Cooperation, Animal Husbandry, Rural Reconstruction, Gram Sevaks and Social Education Organisers and some through direct recruitment.

In this connection, the Study Team for the study of CP/NES appointed by the COPP has stated as under:—

"A much debated question is whether the Block Development Officers should form a separate cadre or a pool of officers drawn from different cadres. Arrangements vary in the different States but the consensus of opinion seems to be, (and we agree wwith it), that it would be best to enlarge the junior administrative cadre to include all Block Development Officers' posts, to ensure that at least 75% of this cadre is recruited directly by open competitive examination and to provide that 25% of the cadre can be filled by promotion from various junior cadres such as officers of the cooperative, panchayat and revenue departments and the social education officers' cadre wherever it is not merged in any Education Department cadre. Officers recruited directly from the open market should be posted as Block Development Officers after their initial training and before they have spent more than two or three years in the revenue department so that they are not imbued with what is known as the revenue bureaucratic spirit".

3. The above recommendations of the COPP has been considered by this Ministry and they agree with it in principle. If it is accepted by the State Governments, the arrangement will be in keeping with the objective of transforming the existing administrative services into development services. This will also provide apportunity to the subordinate officers of the Development Departments to get promoted to the junior administrative cadre by establishing their suitability for holding the post of B.D.Os. These officers, if found fit as B.D.Os. will be eligible to get promoted to the junior administrative cadre or alternatively they may get promoted to superior posts in their parent departments.

4. It is proposed to place the above recommendation of the COPP before the National Conference on Community Development or staff meeting of the Development Commissioners for a decision. Meanwhile the State Governments are requested kindly to consider the above recommendation and furnish this Ministry with their views at a very early date.

Letter No. 24(3)/58-Prog. II, dated the 29th April, 1958 from the Government of India Ministry of Community Development New Delhi, to the Development Commissioners of all State Governments.

Subject.—*Creation of post of Deputy Development Commissioner (Women's Programme).*

This Ministry, has, for some time, been viewing with increasing concern the slow progress so far made in the implementation of the

women's programme in almost all the States. Though it is realised that this programme is more difficult of execution than perhaps any other programme due to certain inherent difficulties, yet considering the role that women have to play in the economic and general welfare of the families and the contribution they can make to the overall advancement of the community, it needs to be vigorously pursued and effectively supervised.

Not all State Governments have, however, the requisite machinery to provide the necessary guidance and supervision. It is, therefore, suggested that a post of Deputy Development Commissioner (Women's Programme) be created in the Development Commissioner's Organisation in the States which do not have a separate Directorate responsible for women's programme. If, however, a separate Directorate is already in existence it is suggested that the Director may be designated as *Ex-officio* Deputy Development Commissioner with a view to enable her to provide necessary guidance and supervision to the programme in the block areas.

LETTER NO. 17(17)/58-P87. I, DATED THE JULY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL THE STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Block Development Officers—Criteria of selection—Implemention of the Recommendations of the Mount Abu Conference.*

Attention is invited to this Ministry's letter No. CPA/165/53 dated September 18, 1953 (copy enclosed for ready reference) in which the detailed procedure regarding the selection of Block Development Officers from various sources has been indicated. It was emphasised therein that no separate cadre for Block Development Officers should be created by the State and that IAS & PCS Officers should actually work as Block Development Officers for one year as a part of their normal field training.

2. The Study Team of the Committee on Plan Projects have also recommended that the Block Development Officers should invariably hold a gazetted rank and should be the drawing and disbursing officers in respect of the area budgets of all the development departments within a block.

3. The Annual Conference on Community Development held at Mount Abu recently has endorsed the above recommendations. I am, therefore, to request you to intimate to this Ministry whether the State Government has accepted these recommendations and whether they are being kept in view while recruiting Block Development Officers.

An early reply is requested.

ENCLOSURE

Copy of the letter No. CPA/65/53, dated the 18th September, 1953 from Community Projects Administration, New Delhi, to the Development Commissioners and Directors of Community Projects of all State Governments.

SUBJECT.—*Organisation of a National Extension Service and Expansion of the Community Development Programme Selection of Block Development Officers.*

The basic pattern of the administrative organisation for the implementation of the community development programme is indicated in paragraphs 3 and 10 of the note forwarded with letter No. CPA/163/52, dated 29th April, 1953. State Governments are to implement these recommendations to such extent as is possible, with their existing resources in terms of money and trained man power, and with such local variations as may be considered necessary.

2. State Governments may now examine their requirements of additional personnel for posts of Block Development Officers and decide about the manner of recruitment.

The following suggestions are offered for the consideration of State Governments :—

(a) The basic object should be to transform the existing Administrative Services into Development Services, and not to create a separate Development cadre. The Block Development Officer at the block level should, therefore, normally belong to one or other of the existing Administrative Services. Having regard to the availability of suitable recruits, State Governments may decide whether these officers should be recruited into the State Civil Service or the Subordinate Civil Service. For this purpose the posts of Block Development Officers may be regarded as temporary additions to either the State Civil Service cadre or the Subordinate Civil Service cadre. The entry may be from three different sources :—

(i) From existing members of the State Civil Service or Subordinate Civil Service, as the case may be, who have shown an aptitude for development work. Promising material may also be available in the category of Sub-Registrars.

(ii) By open market recruitment, on a temporary basis to begin with. These recruits should be tried out in these jobs and should be confirmed only if they are found suitable after a probationary period of two years.

(iii) By promotion from the level of Revenue Officers, Inspectors or Demonstrators in Agriculture Department, Co-operative Department, Animal Husbandry Department, Rural Reconstruction Department, etc. Village-Level Workers and Block Level Workers in Community Projects and National Extension Service Blocks, who have done outstanding work, should also be considered for promotion to the posts of Block Development officers.

(iv) In addition to these categories, the possibility of posting new recruits to the Indian Administrative Service as Block Development Officers for a period of one or two years may also be considered. This, it is suggested, will give them very useful training which will qualify them later for the discharge of their duties as Extension Officers for the Sub-division and the District.

(b) Recruitments should be made either by the Public Service Commission or by a Selection Board specially constituted for the purpose. In either case, the Development Commissioner or his representative should be associated with the selection. Suitability for development work should be the main criterion for selection.

(c) The pay scale, Rs. 250—Rs. 400, is indicated only as a guide and will be varied or adjusted by the State Governments according to the rates of pay applicable to equivalent posts in the State cadre.

3. Will you please examine the above suggestions and indicate your views, especially as to what changes and modifications are necessary in the light of the existing administrative set-up in your State? In the basic pattern of the administrative organisation for the implementation of the Community Development Programme, the Tehsildar (or Circle Officer in West Bengal) has not been brought directly into the picture. Your views as to whether this officer should also be linked with the administrative organisation, and if so, in what manner, will be appreciated.

4. I shall be grateful if you will also indicate what action is being taken in regard to the recruitment of Block Development Officers for the National Extension Service Development Blocks which will be taken up on the 2nd October, 1953, in your State.

5. It is considered that the Block Development Officers and the three Extension Officers (subject matter specialists) for each National Extension Service Block should be given a short course of orientation

training. The question whether training centres for this purpose should be established in various parts of the country is under consideration, and a separate communication regarding this will be sent to you later.

LETTER NO. 1(7)/58-PC, DATED SEPTEMBER 8, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Absorption of V. L. Ws in the Permanent Cadres of the State Government on Promotion Basis.*

Will you please refer to this Ministry's letter No. CPA/30(16)/56-Prg. dated June 16, 1956, regarding recruitment and promotion of Village Level Workers?

2. It was suggested therein that V.L.Ws should be considered for promotion to the posts not only of B.D.O. but also to suitable posts in the different development departments like Agriculture, Coopertaion, Animal Husbandry, Social Education etc., if they show greater aptitude for technical work. But it is found that this has not been followed up in many States. As a result, not only does a sense of insecurity prevail among the V.L.Ws but the lack of proper incentive also curbs their initiative.

3. It is, therefore, suggested that State Governments should consider the matter again, and not only render the V.L.Ws eligible for promotion in the State development departments, such as Agriculture, Cooperation, Animal Husbandry, Social Education, etc., but also examine the desirability of allocating a definite quota of the available posts for them. It is also suggested that this subject may be submitted to the State Development Committee for consideration, so that a policy decision is obtained on this question.

CO-OPERATION

22—2 C D &. C./61

Letter No. CPA/CI & C/14/53-PP, dated the 5th June, 1954, from Community Projects Administration, New Delhi, to the Development Commissioners/Directors of Community Projects (all State Governments).

Subject.—*Role of Co-operatives in the Community Project areas started* 1952-53.

Please refer to this Administration letter No. CPA/CI&C/14/52 dated 3-3-1953 (copy enclosed* for ready reference), forwarding two notes on the above subject prepared by Shri M.P. Bhargava and Shri K. Subramaniam. In this letter it was urged that it was necessary that in the various aspects of the Community Development, Co-operative method of organisation should be increasingly adopted and the State Governments were requested to take necessary steps to give effect to this objective. In case of any difficulties experienced by the State Governments they were requested to bring such difficulties to the notice of this Administration and also the Reserve Bank (Agricultural Department) so that suitable action could be taken wherever possible.

2. From the various replies received so far, majority of the States have reported that the co-operative movement in their Community Project Areas is making a satisfactory headway without facing any serious difficulties. Difficulties experienced by a few of the States however are :—

(a) Inadequate qualified and technical staff to promote and handle the co-operative movement.

(b) Lack of adequate finance to meet the credit needs of co-operative societies in time.

In this connection the State Governments did not furnish details or factual data but only made a general statement. As such no effective action could be taken in this regard. It is therefore requested that more specific information about their difficulties, their requirements of qualified and technical staff needed for co-operative societies taking into consideration of existing facilities and also finance, may please be furnished. It may also be intimated as to what steps the States have taken to remedy these difficulties and how far the help is needed from the Centre or the Reserve Bank of India.

3. It is also requested that the following information may be furnished :—

(a) Number of Societies existing prior to the starting of the project.

*Not printed.

(b) Number of Societies reorganised, if any.

(c) New societies started, if any.

(d) Membership of these societies.

(e) Total share capital of these Societies.

4. Attention is also invited to this Administration letter No. CPA/CI&C/14/53-PP dated 20-1-1954, under which a copy of the circular letter No. F. 32-1/53-PC dated 28-11-53/19-12-1953 from the Ministry of Food & Agriculture, New Delhi, regarding special medium and long term finance, was forwarded to the State Governments. It is suggested that the facilities offered by the Ministry of Food & Agriculture in the above letter may please be availed of in the matter of financing the co-operatives and action taken in this regard be also reported.

An early reply will be appreciated.

D.O. Letter No. 20/II(5)/55-Prg., dated the 27th October, 1955, from Shri S. L. Khurana, Deputy Secretary, Community Projects Administration, New Delhi to all Development Commissioners (by name).

Dear

I enclose a copy of letter No. F. 995/55/M.A. (CO-OP) dated the 12th September, 1955, from the Union Minister of Agriculture, Government of India, New Delhi regarding the spread of the co-operative movement addressed to Ministers of Co-operation in the States for information. It is requested that maximum advantage may be taken of the assistance being made available by the Central Government for promoting the co-operative movement.

Enclosure

Letter No. F. 995/55/M.A. (Co-Op.), dated the 12th September 1955, *from Dr. P. S. Deshmukh, Union Minister for Agriculture, New Delhi, to all State Ministers of Co-operation.*

Dear Friend,

I am sure you must have observed the emphasis I have been laying on the spread of the Co-operative Movement from time to time. I have also often dwelt on the vital importance of this movement in the country, especially because we have set down our ultimate ideal as a

Co-operative Commonwealth of peoples. On a few occasions recently I also spoke of my aim to create an atmosphere favourable to Co-operation. I quote here from two of my recent speeches :—

"Whether we succeed or fail in our attempt, we have no other alternative except co-operative endeavour in every possible field. No effort, therefore, is either too little or too great because—Co-operation is a national need. In the circumstances and times in which we live the need is the greatest."

"You are meeting together at a great psychological moment in the development of this country. My Ministry has now evolved a new technique of approach to the people. We have already achieved remarkable success in more than one field. We are now determined to tackle the Co-operative Movement in the same way, and I am confident that we will take Co-operation out of the humdrum—departmental routine and make it, as it ought to be, a live and living force. With this end in view, we have planned to launch a vigorous drive to explain the place and importance of Co-operation in every conceivable field and to create as far as possible an atmosphere in the country where Co-operation will take deeper root and will attract more people. In this big but more important task, I am sure, I will receive the fullest co-operation from you and all the other elements in the country."

2. As you know, the Conference of State Ministers of Co-operation held in New Delhi on the 16th of April 1955 decided that the recommendations of the Rural Credit Survey Report may generally be implemented.

3. The State Governments have, therefore, been requested to take very early steps to implement the recommendations and draw up their developmental programmes accordingly for inclusion in the Second Five Year Plan. The Central Government on their part have decided to set up, according to the pattern that will be ultimately approved by the Parliament, a Central Co-operative Development and Warehousing Board, to assign it certain functions and give it sufficient initiative and powers so that co-operatives may progress speedily.

4. This does not of course mean that until the Board is set up, or the Second Five Year Plan gets under way, the movement should be allowed to hibernate or do nothing decisive. The period can usefully be employed in testing out on a pilot basis and in compact areas the various schemes proposed to be put into effect on a national or State-wide scale during the Second Plan Period and in preparing the ground for popular support of the programme. It was with this end in view

that we have suggested to the State Governments the immediate initiation of pilot projects, comprehending the integrated scheme of co-operative expansion contemplated in the Survey Report, on which action has already been taken in most of the States. I would lay no less emphasis on the need for initiating a vigorous drive to bring home to the public forcefully the benefits of co-operative endeavour in all fields of human activity and a firm understanding of the principles and precepts of co-operation. I shall refer to this in some more detail in this letter later.

5. As we are now on the verge of the Second Five-Year Plan, it would be well to keep the long-range objectives of co-operative development in proper focus. There is hardly any sphere of economic activity to which the co-operative technique cannot be applied. Various sections of the community have special needs, attitudes and interests. Co-operation can be brought to play its own part for the benefit for each and all of these sections of the community as a whole in most spheres. It is by resorting to co-operation in the wider sphere that the farmers will receive better prices for their produce and would be able to obtain their requirements at reasonable prices. It is patent that at the moment they are losers in both ways. They have to buy dear and sell low and thus live in a chronic state of deficit economy. It is only the organisation of co-operatives both for the purchase of his requirements as well as the sale of his produce that will enable him to raise himself to a higher standard of business efficiency and compete successfully against vested interests in both the spheres. One of the principle means for the stabilisation of prices is, I firmly believe, recourse to co-operation and co-operative marketing. There are also many special communities like that of the weavers, who want to obtain yarn at reasonable rate and are anxious to free themselves from the difficulties they have in marketing their products. The industrial workers, middle-class Government employees, the urban people are all interested in obtaining the articles they require for daily needs at fair prices and of minimum fair quality. All these activities would mean the organisation of co-operative, purchase, marketing and distribution in properly co-ordinated economic units spread over the country. Provision will also have to be made for anciliary services of grading and standardisation of marketable goods and their storage, warehousing and transport in accordance with the conditions of demand and supply.

6. The child is the father of the man, and it is necessary that the co-operative way of living should be inculcated in the habits of life of the very young. We have a student community at the various levels, namely, schools, colleges and universities, who know as yet so little about the principles and practice of co-operation and the manner in which they can put it to their own use even during the period they are

engaged in receiving instructions. They can be specially helped to organise co-operative books and the stationery stores, as well as stores for other consumer goods. They could also be interested in studying the working of co-operation in other fields so that they may not be strangers when they themselves have to play their own part in the co-operative movement of a slightly different character. They could visit established good societies and study their workings. It may later be possible to think of having a federation of these stationery and books societies, either regional or at a central place, in each State. This, I believe, is a category by itself and may require the assistance of one for more societies, which will not only supply the goods at the cheapest possible price, but also help the organisation of these societies. It should not be impossible to have even a group of students at the capital to take up the matter for propagation and organisation of wholseale societies as well as primaries.

7. The other distinct category, which would require probably a larger effort, is to assess the situation and circumstances of societies providing consumer goods other than those required by schools, or probably, even including them. Apart from certain goods required by certain kinds of professions and trades etc., there is a big category of goods required by farmers. This would include seed, fertilizers, implements, cement and iron, as well as other goods in the supply of which there is no unreasonable risk involved.

8. The strength of urban or consumer co-operative stores in foreign countries is due to the fact that they receive a good deal of support from the house-wives. In our country, women, even in towns, have yet to take an interest in the movement, because hardly any steps have been taken to carry the movement to them.

9. This brings me to the other subject on which I would like to lay great stress in this letter, namely, the need for celebrating a co-operative week which would help to rivet the attention of all classes of people, men and women, young and old, on the ideals and technique of co-operation.

Before specific societies are organised for the purposes outlined above, it will be necessary to prepare the public for necessary action along these lines.

Although co-operation has existed in the country for over fifty years, any concerted and effective endeavour to explain it to the largest number of people of all ages and in all walks of life has yet to be made. We have also yet to afford them more attractive facilities to come forward to give greater support to, and derive larger advantage from, co-operation. All-India Conferences, Congress etc., have undoubtedly

drawn the attention of the country to the importance of co-operation and have done much pioneering work. And yet a sustained push and encouragement from one focal point has, I think, been lacking. With the experience of one or two campaigns that we planned and the success we have achieved, I believe that if we now take up co-operation for a similar treatment we can be reasonably certain of good and quick results.

10. With this end in view, we have decided to celebrate a Co-operative Week commencing from the 5th of November, which is the All-India Co-operative Day, with as much enthusiasm as we can summon and to make that Day as the starting point of our campaign. The All-India Co-operative Union has already circulated to the State Governments and various Co-operative Organisations a programme for these celebrations and I hope you have already seen it.

11. In the programme attached, it is suggested that each section of the community indicated above may be approached on a separate day in the course of the week. You are free to work out your own programme in the manner that may suit your circumstances, but it would have to be done with some care, and the responsibility for the execution of each item of the programme may have to be fixed upon some one person or a small group. I need hardly say that the programme should be both educative as well as interesting. Besides organising meetings, discussion groups, dramas, radio talks, some detailed consideration of each topic would have to be arranged. Other methods which are locally effective may also be adopted. It may be worth-while to work out the programme with the help of a Committee consisting of such persons as the Registrar of Co-operative Societies, Chairman of the Provincial Banks and the Institute and other active non-official workers. Legislators like the Members of Parliament and Assemblies, representatives of colleges, Universities, Labour Unions, newspapers, local radio stations etc., may be co-opted. At the district and tehsil level and in important towns, suitable committees may be set up and a suitable programme for the celebration of the Week, as indicated in the enclosure, may be framed.

12. Increasing use of the radio may also be made both by you personally and by the officers of the department as well as non-officials. The local Station Director may have his own programme, but it would be good to create a liaison with him so that the programme is more realistic and, therefore, more impressive and beneficial. I have found that making rural people speak for themselves is more effective than mere talks or speeches by others. Efforts in this direction also deserve to be stimulated.

13. If you do not regard it too presumptuous on my part, I would like to make certain broad suggestions with respect to the campaign which we have decided to undertake. This has a reference to the setting out of some targets for achievement, which are attainable by the 5th of November and those which might be set out and accomplished within a definite period of time after that date. I believe in fixing these targets so that we make it clear to everyone concerned what our aims are. First and foremost, I would like three pamphlets in State languages to be prepared, one for the primary schools, another for secondary schools and the third for Colleges. I do not think anything of this nature exists in many places. These pamphlets should explain the principles of co-operation in the simplest language and with the simplest illustrations. They may be read out and explained to the students in the various categories on any date that may be considered convenient for this purpose.

14. There may then be separate pamphlets for the common man, who have never had any connection with co-operation and for those who are members of co-operatives. It is apparent that the approach to the two groups would have to be different. The latter should be read and debated by every co-operative society and the former read and considered by others including women. A special appeal to women would, I think, be worthwhile.

15. A beginning for the launching of the programme for the attainment of the long-period objectives which I have outlined earlier may be made immediately and the 5th of November may be utilised for a review of the work so far done and the laying down of programmes of action for the future. In all these types of action suggested earlier, steps should be taken, firstly, to strengthen the existing organisations and to see if new ones could be brought into existence by the 5th of November, or at any rate, by 1st January, 1956.

16. I do not want to have too extensive a plan of action, but rather of an intensive nature. To what I have stated above, I would, therefore, like to add only one more category, namely, the sale-purchase societies, whether at the State level or at the level of districts, as recommended by the Rural Credit Survey Committee. Certain targets may also be set up for the increasing of the membership of a definite number of new societies. So far as the existing societies and their membership is concerned, it is of the utmost importance to impress upon the people that they must be loyal to the organisation to which they belong and they must take in its affairs the utmost possible interest. A pledge of loyalty and regularity of attendance at the meetings of the society, or, even a declaration of a resolve in this direction, may go some little way to improve the situation. The members of the Consumer Stores should declare their determination to patronise the Store they belong to. If

there are any defects in its working, they should seek to remove them by taking greater interest in its affairs, or, even with the help of the Registrars of Co-operative Societies, but in their loyalty to the Society they must be constant and consistent.

17. There is great need also of initiating the non-official workers in the proper understanding of co-operation. An integrated programme of co-operative education and training for all ranks of personnel employed in Co-operative Departments and Institutions is already underway. As part of this programme, it should be possible also to include the study of co-operation in the agricultural and Commercial Colleges and to arrange short courses for non-officials at least 2 or 3 times a year. Regular programme for the education of the Members of the Co-operative Societies and the general public is being prepared and will be put into action shortly. In all this work, the Central Banks, the Institutes and the Co-operative Department will have to work in close collaboration.

18. Any further ideas that occur to me or any suggestions, which I think worthy of your consideration, would be forwarded in due course. It was due to your and your Government's support and co-operation that we have been successful so far and it is that alone that I rely upon in this instance also. We will readily place at your disposal any assistance that we may be able to give you especially in providing drafts of pamphlets and other publicity material.

19. Lastly, I think you will be interested to know the importance the All India Congress Committee attaches to this matter. I am enclosing herewith the minutes of the committee, which dealt with this question in some detail, under the presidentship of the veteran Co-operator Shri Vaikunth Lal Mehta. Although you might have probably known about it, I think it would be a matter of advantage to persons in your department to have the full text.

LETTER No. 31(120)/57-TG, DATED NOVEMBER 22, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS/CHIEF COMMISSIONERS, ALL STATES GOVERNMENTS/ADMINISTRATIONS.

SUBJECT.—*Co-operative Development Programme for* 1957-58.

In continuation of this Ministry's letter No. 20/11(14)/56-Prg. dated 19-2-1957, I am directed to enclose a copy of Ministry of Food and Agriculture letter No. 2-10/57-Coop. I dated 11-9-1957 and to say that in view of para 2 and 3 of the above mentioned letter, the organisation of small sized societies and revitalisation of existing small sized

societies should form an important part of the Co-operative Development Programme in the Second Five Year Plan. It will be seen that no limit has been fixed on the number of such small sized societies to be established. All that is required to be ensured is that these are started on sound lines with a minimum membership of 40 to 50. A suitable selection should be made out of the newly started small-sized societies and the existing small-sized societies so that those which would have a turnover of Rs. 20 to 25 thousands per year at the end of the next three years can receive financial assistance of Rs. 120 to Rs. 150 per annum.

In order to secure increased agricultural production, it is necessary to expand credit and to link it up with Cooperative Marketing. The targets for agricultural production and credit should be broken up by districts and Community Project and National Extension Service Blocks.

Another important matter is to organise small savings amongst the members of the Cooperative Societies with a view to raise a saving of Rs. 50 crores per year for the remaining period of the Second Five Year Plan.

Your attention is also invited to other matters, namely, removal of shortages of personnel in the Cooperative staff, recovery of over-dues, etc. and strengthening of financial and administrative structure of central banks and apex cooperative banks so that the Cooperative Development Programme for 1957-58 is implemented.

ENCLOSURE

Copy of the Letter No. 2-10/57-*Coop-I, dated the* 11*th September,* 1957, *from Joint Secretary, Ministry of Food and Agriculture (Department of Agriculture), New Delhi to all State Governments.*

SUBJECT.—*Cooperative Development Programme for* 1957-58.

It was envisaged in the Second Five Year Plan that by the end of 1960-61 cooperative finance to the extent of Rs. 200 crores in the form of short and medium term loans and Rs. 25 crores in the form of long-term loans would become available. To achieve a rapid increase of cooperative credit for agricultural production, it was necessary to adopt a comprehensive scheme of cooperative development. Accordingly it was agreed that 10,400 large-sized credit societies, 1,800 marketing societies, 35 cooperative sugar factories and a number of other processing units would be established. In addition, State programmes should include schemes for strengthening and revitalising existing small-sized societies and establishing new small-sized societies. The National Co-operative Development and Warehousing Board has accorded sanction to States on this basis. In the light of experience gained and in the light of earlier communications, the Ministry of Food & Agriculture

and the Planning Commission have examined the proposals for co-operative development for 1957-58 worked out by the State Government with a view to strengthening the cooperative structure at the village level in addition to the other units mentioned specifically above.

2. The following are the main suggestions which the State Governments are requested to take into account in reviewing their programmes and sending specific proposals for sanction of financial assistance from the Centre :—

(i) Since many of the discussions regarding the development plan for 1957-58 took place before the Ministry of Agriculture letter of January 17, 1957, issued, in several States the proposals for revitalising existing small societies could not receive special attention. The Government of India consider the organisation of new small-sized societies and revitalisation of existing small-sized societies important and these should, therefore, form a part of the cooperative programme in the Second Five Year Plan. For this purpose, a subsidy between Rs. 120 and 150 per year should be given to the societies concerned. The Government of India would be prepared to share with the State Government the cost of such subsidy. The assistance in this regard will be regulated in terms of para 6 of Ministry of Agriculture letter No. 3-4/57 C.F.I. of 17th January, 1957, cited above. It is not intended that this subsidy should be given to all new small-sized societies and all old small-sized societies taken up for revitalisation. The subsidy should be given to such new small sized societies and existing small sized societies that are taken up for revitalisation as would become economic units at the end of about three years. It is felt that societies which would at the end of about three years have turnover of Rs. 20,000 to 25,000 per year should be considered as eligible for this subsidy.

(ii) During the past three years, under the impact of agricultural production and national extension service and community project programme, there has been substantial increase in the membership of the cooperative movement both through the formation of new cooperative societies and through the expansion of existing societies. This process will continue and indeed the cooperative movement will gain further impetus from the programmes being carried out under the Second Five Year Plan and the greater attention is being given to agricultural production. The aim should be to work towards universal membership and the role of the cooperative movement in promoting thrift and savings should be stressed. To the extent, therefore, new small societies can be set up without specific assistance by way of temporary subsidy, etc. from the State Government, no limit to the number of societies which may be established during the year need be set. It will, however, be necessary to ensure that these societies start on sound lines and have minimum membership of say, 40 to 50.

(iii) As proposed in the Ministry of Agriculture letter of January 17, 1957, State Governments should consider carefully the scope for supervising unions of primary cooperative societies. Where such unions exist or are formed, subsidy towards working expenses can be made available to them on the same basis as already approved for large-sized credit societies.

(iv) Proposals for strengthening the financial and administrative structure of central banks and apex cooperative banks should be proceeded with.

(v) In several States, there are large arrears of audit. The development programme for 1957-58 should provide for the reduction of these arrears to the maximum extent possible and within the nexc four years the arrears should be cleared completely.

(vi) States have worked out targets for short-term, medium-term and long-term loans during 1957-58. These targets should be reviewed in consultation with the Agriculture Department and the State Planning Secretary and Development Commissioner and should now be broken up by districts and community project and national extension service blocks, so that—

(a) in each area the loans are linked up with specific production programme, and

(b) the necessary administrative arrangements for realising the targets come into force with effect from the next kharif crop.

It will be recalled that the targets on cooperative credit set in the Second Five Year Plan were :—

Rs. 150 crores on short-term credit,

Rs. 50 crores on medium-term and

Rs. 25 crores on long-term.

The target for short-term credit for 1957-58 is about Rs. 80 crores.

(vii) There are large over-dues in most States. These should receive urgent attention from the staff of the cooperative departments and the action needed should be ensured under the programme for 1957-58.

(viii) The Programme for cooperative marketing is of great importance at the present time. Special attention should, however, be given to its being organised along sound lines from the very start. It is essential that the first few cooperative marketing societies in each State should prove successful from every point of view so that development can be more rapid and on a larger scale after the necessary experience has been gained. A separate communication on this subject will follow.

3. In drawing up and carrying out cooperative development programme, it is necessary to remember that cooperation is the most important agency through which social and economic change can be brought about in rural India. The credit aspect is important, but other aspects such as the encouragement of thrift and the creation of a sense of unity of interest among the people are no less important. In cooperative societies, members should know one another and have a feeling of community interest through which it should be possible to ensure that :—

(a) every loan—in money or kind—is linked up with a plan for increase in production;

(b) every family is assisted to come into the movement in its own right by using loans for productive purposes; and

(c) every family makes a saving out of the increased production and invests it in the cooperative society so that within a short time much of the credit needed by the members may be provided out of their own resources.

It is by achieving these objects that cooperation can enable small owners and tenants, who have no 'Security' in a banking sense, to rehabilitate themselves by increased production and saving. An effective manner to achieve this is for the village leadership to ensure as far as possible loans in kind (seeds, fertilisers, etc.) and to set to the proper utilisation and organisation of local savings. Thus, for the remaining period of the Plan, the cooperative movement may set itself a target of raising an average amount of Rs. 50 crores a year by way of small savings.

4. With a view to attaining these objectives, the Development Commissioners' Conference at Mussoorie recommended that attention should be invited to :—

(a) the importance of ensuring that administrative arrangements and facilities are so planned and extended that every village is able to take advantage of the cooperative credit or multi-purpose societies;

(b) the need to secure that within a specified time primary societies should increase their membership so as to bring in all the families in their areas;

(c) the emphasis on revitalisation of cooperative societies which are already functioning in villages;

(d) the linking up of coopreative loans with specific programme for increasing agricultural production;

(e) the linking up of marketing with credit; and

(f) the responsibility of the leadership of primary societies and village panchayats for promoting the use of credit for productive purposes and the timely repayment of loans.

The full recommendations are reproduced in an annexure to this note.

5. Recent enquiries have shown that in the cooperative departments of several States, there are shortages of personnel at different levels. In some cases, when existing personnel are posted to national extension service and community project areas, the shortages of personnel become more acute in other areas. In each State, there should be a phased programme for reducing shortages which may exist at present. It has also been observed that a significant proportion of field personnel in cooperative departments in States have not received the necessary training. State Governments are requested to draw up programmes of training, so that within a period of four years, there are no untrained field staff. Since village level workers have a vital role to play in the formation and working of primary cooperatives, State Cooperative Departments should take special steps to organise periodical refresher courses for village level workers.

6. The review on the lines suggested above of the tentative programme of cooperative development drawn up earlier will necessitate certain adjustments within the State ceilings agreed upon for 1957-58. In this connection, attention is invited to paragraph 4 of Planning Commission's letter No. PC(P)91/57, dated May 7, 1957, regarding Central assistance for State development plans for 1957-58, in which the Planning Commission has stated as follows :—

> "As proposed earlier by the Planning Commission, State Governments are requested to take steps to carry out the development plan for 1957-58 on the lines accepted by the Commission. The Planning Commission and the Finance Ministry will follow carefully the progress of expenditure under each head and where, in the interest of the implementation of the programme, additional resources by way of Central assistance are found to be necessary, every effort will be made to find them upto the limits indicated earlier by the Planning Commission. It will be necessary for the State Governments also to keep the progress of expenditure under review, so that in consultation with the Planning Commission such adjustments as may be necessary between different heads of development can be made later in the year. This will ensure that in those fields in which implementation is satisfactory the requisite funds are made available first, by way of internal adjustments and secondly, to the extent necessary, by way of additional Central assistance."

ANNEXURE

Development Commissioners' Conference—Mussorie April, 1957.

Sub-Committee No. 4—Cooperation :

Recommendations :

(NOTES 1.—Discussion in the Committee was based on the papers circulated by the Ministry of Community Development, and included in the agenda for the conference. Nevertheless, recommendations are reproduced in full for facility and reference.

2. The recommendations in the note represent the consensus of opinion of the Committee but do not commit each individual member to all the points mentioned.)

The Committee recommends the following minimum programme for cooperation during the Second Five Year Plan :—

(i) Administrative arrangements and facilities should be so planned and extended that every village is able to take advantage of the co-operative credit or multi-purpose societies.

(ii) Whereas, it is recognised that, for the proper development of the cooperative movement, primary emphasis must be on quality, and as such there is danger in the fixing of quantitative targets, such targets have value in a programme of the present magnitude. In this background (a) where a village was not previously served by a cooperative society, the aim should be to persuade an adequate number of agricultural families to join a cooperative society during the pre-intensive stage so that the establishing of sound societies is feasible; (b) membership should be raised to cover 50 per cent of agricultural families during the intensive stage; and (c) to 75 per cent during the five years immediately following the end of the intensive phase.

(iii) Where a cooperative society is already functioning in a village, the aim should be to improve its membership and to revitalise it during the pre-intensive stage; and thereafter to achieve the targets mentioned against (ii) (b) and (c) above.

(iv) To persuade each member to subscribe a minimum share capital of Rs. 10 during the pre-intensive stage (either in lump sum or in instalments) and to raise this sum to 10 per cent of his annual production loan requirements during the intensive stage. During the five-year period immediately following the end of the intensive stage, the aim should be to persuade each family to subscribe 20 per cent of its annual production loan requirements.

(v) To train at least one member of the managing committee, and at least two other members of each society in the principles and practices of cooperation, by organising cooperators' camps at the rate of one

camp per annum for each V.L.W. circle. This training programme should be drawn up and implemented so as to supplement the existing training arrangements in each State rather than to replace them.

(vi) Each block should be served by at least one cooperative marketing society, which should have a godown in addition to the storage available with credit societies. This recommendation is subject to the limitation of funds available in the plan for marketing societies. Facilities for pledging the crop should be made available through such societies as quickly as possible so that finance is easily available.

(vii) The godowns referred to in the preceding item should be utilised for storing seeds, fertilisers, implements, sprayers, dusters, etc., as well as agricultural produce.

(viii) While fixation of targets for the establishment of cooperative farming societies present important practical and other difficulties, experiments in cooperative farming should be undertaken in all post-intensive blocks where conditions are favourable.

(ix) Cooperative production and/or marketing in at least two of the following subjects should be undertaken in each block (a) Dairying and Milk Supply (b) Poultry (c) Silk-worm rearing (d) Bee-keeping (e) Brick making (f) Oil crushing (g) Gur and Khandsari manufacture (h) Coir and mat making (i) other village industries which come under the Khadi and Village Industries Commission, Handloom Board, etc.

(x) The N.E.S. Organisation should promote the use of credit for productive purposes and the timely repayment of loans. Cooperative Societies may, on the basis of production programmes, issue loans to their members. (There was difference of opinion which remained unresolved on the point whether such loans may be issued on the personal security of the member or whether the society should insist on such security from another member or members).

(xi) A survey should be carried out to determine the production finance required for the development of Agriculture, Animal Husbandry, Fisheries, Village and Cottage Industries, and a detailed plan should be prepared for providing the necessary credit and for linking marketing with credit. The question of the agency which is to carry out the survey needs to be examined.

(xii) In order to implement this minimum programme, as well as to provide the necessary supervision and guidance the cooperative Department in each State will have to be, within the plan provision, suitably strengthened at the State, District and Sub-divisional levels.

(xiii) Suitable delegation of powers should be made to District or Sub-divisional Cooperative Officers to register societies.

2. The Committee recognised that the cooperative movement does not provide credit facilities to a large class as producers, many of whom, while not credit-worthy in the orthodox sense, would be in a position to increase their production and repay their loan if credit was available. It also recognised the need for providing credit to such persons as well as the difficulties and risks involved in doing so through the cooperative movement. It recommends that there should be an examination of this problem with a view to discovering a suitable solution.

LETTER No. 5(80)/57-TG-I, DATED DECEMBER, 27, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS/ UNION TERRITORIES.

SUBJECT.—*Construction of godowns by Cooperative Societies.*

SIR,

In 1956-57, a financial assistance of Rs. 39·12 lakhs loan and 8·64 lakhs grant, total amounting to Rs. 47·76 lakhs was availed of by State Governments for construction of godowns.

2. For the year 1957-58 schemes for construction of 1446 godowns at a cost of Rs. 142 lakhs have been approved.

3. Allotments will be decided upon for 1958-59 as a result of discussions which are taking place between the Planning Commission and the State Governments.

4. Where large-sized and Primary Marketing Cooperative Societies fall within the C.D. and N.E.S. areas, the Engineering staff attached to these areas should be employed for giving teachnical advice and guidance for the construction of godowns. The Block Development Officer and the Block Cooperative Extension Officer should in consultation with the local Assistant Registrar and representatives of the Societies concerned, go into the programme and evolve a procedure which will facilitate expeditious construction by ensuring timely supplies of building material etc. Needless to add that cultivators in general, and small and medium growers in particular, should be helped to utilise the godown facilities so created.

For construction of bigger godowns by the District or Apex Marketing Societies, assistance of the Engineering Staff of the Public Works Department should be drawn upon. The Collectors, it is suggested, may review the progress of the schemes of construction of godowns in the District Development Committee meeting and may help in removing the bottlenecks, if any.

5. I am to request you to kindly issue necessary instructions in this matter so that the construction of godowns is expedited.

PUBLICITY

LETTER No. CPA/79/24/53-PP, DATED THE 22ND DECEMBER, 1953, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (OF ALL STATES).

On the 18th and 19th September, 1953, a Conference was held by the Central Ministry of Information and Broadcasting of State Ministers of Information. An *ad hoc* Policy Committee of the Conference recommended certain basic principles to guide and inspire publicity, whether undertaken by the Centre or State Governments. I enclose a copy of the Report of this Committee along with the summary of the proceedings.

2. It is suggested that you have a discussion with the Director of Publicity in your State in order to ensure that requisite action is taken regarding publicity for the Community Development Programme.

ENCLOSURE 1.

Conference of State Ministers of Information (*18th and 19th September,* 1953).

Summary of Proceedings (First Day) :

Dr. Keskar, Minister for Information and Broadcasting, welcoming State representatives explained the scope of the Conference which had been convened to consider a concerted publicity drive for the Five Year Plan and other problems such as rural broadcasting and community listening. Before inviting the Prime Minister to address the Conference, Dr. Keskar referred to one important aspect of publicity for the Five Year Plan, Community Projects and Basic and Social Education, namely, the emphasis on audio-visual media. The Plan must be carried to every nook and corner of the country and a determined effect was necessary to reach the masses in all walks of life and to make them realise the importance of the plan for the country.

The Prime Minister said that publicity like most other things tended to become highly technical and a highly specialised business. He doubted, however, whether the application of methods used in other countries such as America was of much good in India. A theoretical knowledge of publicity will not be adequate; it was essential to have a correct and intimate knowledge of the people to whom publicity was directed. By simple word of mouth at public or private meetings, millions of people in India had been reached during the freedom struggle because they understood the mind of the public. The essential thing was to approach the mind of the villager and know how and what to tell him. He did not say we should not have modern aids; the radio and the film were most important, in fact more important than

books from the point of view of hundreds of millions of people of India. People on the higher educational level could be reached by books, pamphlets etc. but if one wanted to approach India one must go down to the hundred million lot and not to the million lot or the hundred thousand lot. One could reach them with little pamphlets, pictures and simple things but essentially through the films, and through traditional dramas as the Ramlila and such other forms that people understood. Simple dramatic programmes would go a long way; further they would encourage our own moral and cultural traditions.

Referring to films, Pandit Nehru felt that on the whole the villager was free from the influence of commercial films. But in the next few years movie producers may invade the village in a big way and thereby not only produce all types of impressions on the villager but create a new situation. What effect this invasion of movie, with the present style of stories—sentimental, murder and all that—will have could not be measured but before the invasion of the village by the Indian movie industry took place, it was important that Government, whether in the Centre or in the States, must go to rural areas with films which are effective and good and also have some entertainment value. He did not know why stories from Pancha Tantra which give magnificent material could not be utilised, specially in films for children. It was necessary for any kind of constructive work for Government to reach the masses. In Government could not go to the masses simply by holding meetings —hundreds of thousands of persons will be required to do that—we should employ all modern methods that are available and these modern methods are the Movie, Radio etc.

Chief Minister, Bombay said that publicity must be such as would attract the people for whom it was meant. It must work as an effective educative agency; it must not be defensive or apologetic. Further, by merely publishing contradictions we could not be effective; we could be effective only by making people feel interested in what is going on around them. If specific results are kept in view and the people are educated on those points enthusiasm will be created. We must educate the people into knowing our limitations, and our capacity and the efficacy of hard work.

Dealing with problems of co-ordination of publicity, he expressed the view that there should be some measure of decentralisation. For example, publication in local languages may be left to the States. In addition to documentary films of all-India interest produced by Films Division which were shown compulsorily, films dealing with each State should also be included. He regarded recent central policy in respect of film censorship to be an improvement.

Chief Minister, West Bengal, said that the Communist Party was employing the method of song and drama and had been very successful. Government in their publicity had to deal with four types of people—the friendly, the critical, the inimical and the apathetic. He felt that the critical and apathetic formed the largest number and agreed that there was a large field to be covered by song and drama. The West Bengal Government had recently made a beginning with radio plays and Jatras. This method had also been tried out among the refugees and had a great success. As regards films he agreed that the problem of ordinary commercial films going to the villages had to be tackled and felt that censorship should be tightened. In addition to documentary films dealing with all-India subjects, there should also be scope for documentary films dealing with State problems.

Chief Minister, Hyderabad, said that there must be some line of demarcation in publicity for the Five Year Plan between publicity by the Central Government and publicity by the States. So far as the State Governments were concerned, they must be given detailed directions on the lines on which they should proceed. The character and environment of the local people had to be taken into consideration. Some success had been achieved in his State by song and drama parties in the form of 'Burra Kathas'. This method had, however, been criticised as Government propaganda but nevertheless they had proved effective for some time as counter propaganda against Communists. He felt that such forms of publicity might be entrusted to semi-official organisations instead of being directly undertaken by Government. After referring to the need for financial assistance from the Centre, Chief Minister, Hyderabad, mentioned the lack of inter-State information and need for greater exchange of information between States.

Dr. Keskar explained that the Centre was not trying to tell State Governments that they should carry out publicity in a particular way. State Governments were at present carrying on publicity in the way most suitable to them. The Centre was willing to help to the extent possible but the problem under discussion was the co-ordination of publicity for the Five Year Plan by the Centre and the various States so that there was no duplication and maximum use was made of available resources.

Information Minister, Bihar, felt that direct propaganda must be avoided where there were several political parties. Local dialects should be used. He felt that documentary films and extension of rural broadcasting by installation of community receiving sets were best suited for publicity for the Plan.

Chief Minister, Rajasthan, said that some pamphlets and a couple of booklets on the Five Year Plan and Community Projects had been distributed in Rajasthan. He felt, however, that little had been done to

popularise the Plan. One of the difficulties in Rajasthan was that there was not many areas which were covered by the Five Year Plan Pamphlets served a limited purpose but so far as the general people were concerned we must think of other media. He felt that publicity must be divided into two parts—direct publicity by Government and indirect publicity by other agencies. He welcomed the idea of dramatic troupes which, however, should not be sponsored by the State but by local societies. Some open-air theatres had been opened in Jaipur, manned and managed by non-officials. He felt that fairs and other gatherings should also be utilised for showing documentary films.

Shri V. T. Krishnamachari (Member, Planning Commission) referred to the steps taken by Bombay State to publish district plans in very large numbers. He felt that this was the best way of making villagers know that there was a Five Year Plan. Every State must make an effort to prepare districtwise plans. Referring to the criticism that there were not many areas in Rajasthan which were covered by the Five Year Plan, he said that apart from two of the biggest projects —the Bhakhra-Nangal and Chambal—which have been implemented, plans costing about Rs. 135 lakhs for minor irrigation schemes had been sanctioned for Rajasthan and the Planning Commission had suggested that local works should be confined to areas which had not benefited from any other part of the Plan. Taking all this together, there would not be many large areas which would be deprived of any development. He suggested therefore that every State must make an effort to prepare districtwise plans showing the medium irrigation schemes, minor irrigation schemes, Grow More Food Schemes, Community Projects and National Extension Projects and local works to be undertaken for these areas. It was necessary to make everybody in the villages see that there was a district plan for their area out of which he will benefit.

Shrimati Durgabai Deshmukh (Member, Planning Commission) said that the Planning Commission had printed about 25,000 copies of the main Report in English, about 15,000 copies in Hindi and 9,000 copies in Urdu, in addition to 15,000 copies of 'Building of New India' and 12,000 copies of 'Questions and Answers'. It was, however, true that one of the problems of publicity in connection with the Plan was in regard to the educated classes. The Planning Commission had been considering a proposal that the Plan should be made a compulsory subject, as a sort of text-book in schools, colleges and universities. Road transport, irrigation etc. were good subjects for students at various stages in schools and colleges including universities. A small pamphlet intended for children was also under preparation. The proposal to introduce the Plan as a text-book would be further considered at a meeting of the National Development Council.

Referring to schemes submitted by State Governments, Shrimati Durgabai Deshmukh said that out of Rs. 15 crores provision which had been made for local works programmes assistance, for which Rs. 3 crores had been provided in the current year's budget, 17 States had sent about 6,000 and odd schemes out of which 5,000 and odd were already working in the States. Out of Rs. 3 crores provided in the current year's budget nearly Rs. 2 crores had been utilised. The people's contributions in certain States had exceeded 50 per cent.

Dr. K. N. Katju (Home Minister) said that publicity for the Five Year Plan should have two essential aspects; firstly he need to create in the mind of the villager a desire for a higher standard of living and secondly publicity should be factual. Our villages must be worth living in so that the drift from the village to the town may be arrested.

Dr. Keskar proposed that a Committee consisting of the Information Ministers of Bihar, Uttar Pradesh and Madhya Bharat, the Home Minister of Travancore-Cochin and Directors of Publicity of West Bengal, Bombay and Hyderabad and Secretary, Information and Broadcasting Ministry, should meet and work out detailed suggestions before the Conference meets on the following day at 3 p.m.

Summary of Proceedings (Second Day):

The Conference met to consider the Report (Enclosure 2) of the *ad hoc* Committee. Dr. Keskar congratulated the Committee on producing a detailed report in so short a time and suggested that the report might be taken up item by item.

After discussion, the Report was accepted with the following changes :—

The first sentence of para 2 under Song and Drama should be amended as follows :—

"The Committee considered the suggestion that scripts and plays in the various regional languages should be invited through competition by offering attractive prizes. All India Radio also should invite scripts through competitions for broadcasts".

Para 4 under Song and Drama should be amended to read as follows :—

"The Committee recommended that sufficient funds should be provided for the performance in selected areas".

Substitute the following for sub-para (ii) under Advertising Policy :—

"It was the view of the State Governments that the Press (Objectionable Matter) Act had completely failed. Legal power was, however, essential against newspapers which deliberately and persistently abused the freedom of the Press". During the course of the discussion the following points were made :—

Radio :

Chief Minister, Himachal Pradesh, said that part 'C' States like Himachal Pradesh which are backward and poor and are in border areas required special attention in regard to radio listening facilities. Instead of making purchases direct, small States like Himachal Pradesh would prefer to place their demands through the Central Government.

Information Minister, Vindhya Pradesh, expressed similar views.

Information Minister, Mysore, said his State wished to develop this medium of publicity. They had set up a company called the Radio Electrical Manufacturing Company (Remco) for the purpose of manufacturing cheap community receiving sets.

Chief Minister, Hyderabad, agreed that more community sets should be installed but referred to the cost of their upkeep. The resources of the State for finding additional funds were limited and he felt that it was necessary for the Planning Commission to consider in what manner such schemes could be helped.

Chief Minister, Rajasthan, said that in addition to sets in rural areas, radio sets should also be installed in public places such as parks in cities. He suggested that schools might utilise a part of the funds available for sports for purchase of radio sets. He also stressed the importance of Rajasthani as a medium of the radio in the State.

Information Minister, Assam, emphasized the importance of prices of sets being kept as low as possible and referred to the problem of funds for schemes for extension of rural listening facilities.

Chief Secretary, Madhya Pradesh, felt that the language employed, particularly in broadcasts directed to rural areas, should be as simple as possible. He pointed out that the time chosen for the rural programme in Madhya Pradesh was not satisfactory. As regards partial recovery of cost of sets from Gram Panchayats, he felt that this was out of the question in Madhya Pradesh since the Gram Panchayats were not self-supporting and had to be given grants by the Government.

Home Minister, Travancore-Cochin, said that some arrangement would have to be made for areas which were at present outside the range of existing AIR stations.

Dr. Keskar said that so far as the importance of Community listening was concerned, there could be no two opinions. Broadcasting is a medium in which there is no competition ; its potentiality had not yet been sufficiently utilized. There would, in fact, be some justification for more funds being made available for community listening than for pamphlets or other forms of publicity. He also drew attention to the fact that in the case of community receivers, the sets must be strong and durable to withstand handling by villagers. Apart from the factory in Mysore, Madras Government had a workshop for assembling radio sets and so also West Bengal. Under the Five Year Plan, practically two-thirds of the country would be covered, although there would still remain a third of the country which would not be within the range of mediumwave transmitters. The Central Ministry of Information and Broadcasting had used available funds in the best possible manner to obtain maximum coverage. The *Ad hoc* Policy Committee had also suggested the utilisation of mobile vans fitted with low power transmitters for specific broadcasts to remote rural areas and had also recommended that the power of some of the existing installations should be raised to extend the service range. Directions had been issued to Station Directors of All India Radio that in the matter of rural programmes they should seek the utmost cooperation of State Governments so that the programmes could be drawn up in the closest consultation with them. All constructive suggestions from State Governments would be welcome in regard to such programmes.

Films :

Chief Minister, Himachal Pradesh, endorsed the suggestion that a newsreel cameraman should be stationed in every State.

Minister for Information, Uttar Pradesh, was of the view that the Central Government should produce films on behalf of States. Director of Information, West Bengal, pointed out that producers in Calcutta were anxious to take work on behalf of State Governments. They would be able to send units to other States and the cost would be very cheap. Information Minister, Mysore, desired that the Centre should inform States how they could collaborate with them in the matter of distribution of films.

Chief Secretary, Madhya Pradesh, suggested that newsreels should devote greater attention and footage to subject matter rather than to high functionaries taking part in the event.

In regard to the suggestion that the Central Films Division should produce films on behalf of the States, Dr. Keskar said that the implementation of the suggestion depended on the Films Division's capacity

to undertake more documentaries. However, a procedure had been evolved by which suggestions received from State Governments for special documentaries were considered by the Central Films Division for production on payment of 50 per cent of the cost. The Ad Hoc Policy Committee had also suggested the preparation of a roster of private producers who would be willing to undertake production of documentary films required by State Governments on reasonable charges. As regards exemptions from entertainment tax in respect of children's films, this was a State subject and State Governments could give a directive to municipalities, if necessary.

Publications :

As regards publications undertaken by State Governments at the request of Planning Commission, the financial implications of the suggestion would be examined by the Planning Commission.

Between alternatives (i) and (ii) under publications in the Ad Hoc Policy Committee report in respect of Regional Language editions the general sense of the Conference was that alternative (i) was preferred. As regards the introduction of text books on the Five Year Plan in schools, colleges and universities, some of the difficulties pointed out would be examined by the Planning Commission in consultation with the Ministry of Education. Shrimati Durgabai, Member Planning Commission, expressed the view that a study of the Plan should be included in the degree courses also.

Apart from Central assistance for publications in regional languages, Information Minister, Bihar, felt that Central assistance was necessary for expansion of publicity through community listening. He felt that to the extent financial assistance from the Centre was available, State publicity activities could be expanded.

Song and Drama :

There was discussion on the recommendation of the Ad Hoc Policy Committee that All India Radio should hold competitions for suitable scripts and plays by offering attractive prizes. In the light of the discussion the Committee's recommendation was modified as indicated earlier.

Exhibitions :

The suggestions made by the Ad Hoc Policy Committee were accepted.

Posters :

The Conference fully endorsed the view of the Ad Hoc Policy Committee regarding the effectiveness of posters.

Mobile Vans :

The suggestions of the Ad Hoc Policy Committee were endorsed.

Press and Public Relations and Press Advisory Committees :

The recommendations of the Ad Hoc Policy Committee were accepted. It was the general sense of the Conference that the Press (Objectionable Matter) Act had failed to achieve its object. Newspapers published indecent, defamatory and totally false reports and State Governments were powerless in the matter, as scurrility had not been defined and the jury system had proved unsatisfactory.

Information Minister, Bihar, said that Press Advisory Committees were not of much assistance. Chief Minister, Hyderabad, endorsed this view and was of the opinion that it was absolutely necessary for Parliament to consider amending the Constitution to enable State Governments to deal with Newspapers which misuse the privilege of freedom of speech.

Information Minister, Uttar Pradesh, deplored the trend in the language press and suggested that a conference of leading Editors of newspapers in India should be convened so as to check this tendency. This view was also endorsed by Chief Minister, Rajasthan. Deputy Minister, West Bengal, said that the tendency of the less responsible press was to encourage all kinds of agitation as, for example, the agitation over tramway fares in Calcutta. It had, therefore, become necessary for Government to seek powers which would enable them to restrain writings which jeopardise the interests of the State. He added that publicity was a very neglected subject; whenever budget allocations were made, publicity did not receive the necessary attention though its importance was greatly increasing.

Information Minister, Uttar Pradesh, pointed out that recently when tour of Editors and Press Correspondents was organised by the State Government, there was greater appreciation of the constructive work that was undertaken in the State and newspaper articles were published which evoked favourable notice in overseas countries as a result of which a number of letters were received asking for more details and photographs. He suggested that Railways should run concession trains for children to see the country and this would have a good effect on the rising generation.

Advertising Policy :

Sub-para (ii) of the report of the Ad Hoc Policy Committee was modified as indicated above.

Enclosure 2.

Report of ad hoc Policy Committee

The following basic principles should guide and inspire all publicity whether undertaken by the Centre or State Governments.

(1) It is essential to have a correct and intimate knowledge of the people to whom the publicity is directed.

(2) Publicity must be related to the environment and the character of the people.

(3) While modern media of publicity, such as the film, radio etc. are important, the value of traditional methods like song, dance and drama should not be underestimated. Use should be made of such sources as the "Panchatantra" and "Mahabharata" for fruitful subjects, especially for films for children.

(4) The need for simple, factual and objective presentation should always be borne in mind. While objectives will have to be explained, stress should be laid on actual achievements with due regard to the limitations of our resources which militate against rapid progress.

(5) Publicity should not be defensive or apologetic.

The relative merits of various media were considered and the Committee came to the following conclusions :—

Radio :

(a) *Transmission :*

The Committee took note of the expansion which would take place in the matter of transmission on the implementation of AIR's Five Year Plan; certain areas would, however, still remain uncovered. They therefore, considered it important that, if possible, mobile vans might be fitted with low power transmitters for specific broadcasts to remote rural areas. The Committee also felt that special requirements of certain areas as, for instance, Travancore-Cochin, where certain areas would remain uncovered even after the installation of the 50 K.W. transmitter at Bangalore, should receive adequate attention. The low efficiency of some of the existing installations should also be raised so as to extend the service range.

(b) *Community listening :*

After a detailed discussion about the availability and economics of community receiving sets, the Committee felt that an appropriate target for the present would be for State Governments to instal community receivers at the following rates annually.

Part A States	1,000
Part B States	750
Part C States	500

The above figures may, of course, vary according to area, population and languages. Installation at the above rates is expected to yield an additional number of 20,254 sets per year.

As regards the cost, some State Governments had already arranged for recovery from local bodies such as Panchayats. In Bihar, the recovery is about 50 per cent of the cost, whereas in Uttar Pradesh it is 33-1/3 per cent. The Committee felt that while it would not be feasible to suggest a flat rate of recovery for all sets, a minimum of 33-1/3 per cent should be recovered in all cases from local bodies such as Panchayats, municipalities, schools and co-operative societies, but that wherever a larger recovery was possible, this should be encouraged; in Madras the recovery was already at the rate of 100 per cent.

On a question as to whether the Centre could not undertake the bulk purchase of receiver sets to enable State Governments to get them at cheaper rates, the Committee took note of the fact that a number of State Governments had already made arrangements for obtaining their requirements from local manufacturers and from the point of view of servicing spare parts etc., it would be more practical for the State Governments to continue to obtain their sets from their existing sources. The general view was that the State Governments should make their own purchases.

The location of community sets should be carefully determined in consultation with AIR so as to ensure that the sets are installed within the effective range of their respective stations.

A suggestion was made that the present license fee of Rs. 10 for each community set might be reduced to Rs. 3 charged for sets in schools for the blind and other charitable institutions. The Committee felt that on the whole as the fee for the community sets was already 33-1/3 per cent less that the fee for the ordinary domestic receiver, and that no substantial amount was involved, no alteration of the fee was necessary at this stage.

The Committee viewed with concern the present high cost of radio sets and felt strongly that steps should be taken to induce manufacturers to bring down the cost so that broadcasting facilities might be within easy reach of the rural population. In this connection the Committee thought that the unreasonable high profits taken by the dealers was contributing factor to the present high prices of community receiving sets.

The Committee agreed that instead of any legislation or executive order prohibiting the tuning of community listening sets to stations other than All India Radio, a better procedure would be to instal a time switch, but in view of the cost involved the receiver should be arrested to a fixed frequency so that reception might be confined to a particular station and its programmes.

(c) *New Bulletins :*

The Committee emphasised the need for carrying, in regional news bulletins, more information about the work done in the States in connection with the Five Year Plan.

The Committee recommended that there should be an AIR Correspondent stationed at each State capital and that closer liaison should be established between the State Directors of Information and the State Director or Directors concerned.

If the present experimental regional news bulletins issued from Lucknow and Nagpur are successful, similar news bulletins should be introduced in other regions.

Films :

(a) *Supply of copies :*

The Sommittee strongly recommended that the Central Films Division should supply one free copy of every documentary film dealing with the Five Year Plan to each mobile van in use under the State Governments.

In States where there are no mobile units, arrangements should be made to supply a copy for each stationary projector provided by the State Governments.

(b) *Feature films :*

The Committee was of the view that besides documentary films and newsreels, it would be eminently desirable also to arrange as frequently as possible shows of feature films of entertainment and at the same time educative value.

The Committee endorsed the suggestion from the Community Projects Administration to encourage the production of feature films suitable for the rural population by guaranteeing the purchase of 120 prints of each film at a total cost of Rs. 1,20,000. While these prints would be primarily meant for exhibition in community projects, the Committee hoped that the prints would also be made available to State Governments for suitable exhibition for use in other areas on a non-commercial basis.

It was desirable that early steps should be taken to complete the arrangements so that suitable feature films might be available for exhibition in the near future.

(c) *Production of films by the States :*

The Committee recommended the preparation of a roster of all private producers willing to undertake the production of documentary

films required by State Governments, on reasonable charges, at the three centres, Bombay, Madras and Calcutta.

(d) *Exhibition of State documentaries:*

It was noted that all State Governments except Part C States had the power to ensure the compulsory exhibition of approved short films. The Government of Madras required cinemas to show 1000 ft. of their own shorts in addition to the 1000 ft. films approved by the Central Government. It was open to other State Governments to exercise similar powers so as to ensure the exhibition of their own shorts in addition to those of the Films Division of the Government of India.

(e) *Newsreel coverage of States:*

In view of the paucity of news material from a number of States on their development programmes, the Committee considered it necessary that the Films Division should station a newsreel cameraman in every State.

(f) *Open Air Theatres:*

While it was recognised that open air theatres were particularly suited for urban as well as rural areas, in view of the comparatively low recurring cost of management, it was desirable that as extensive a use should be made of this medium as possible. An important point in favour of open air theatres is that there is no circuit difficulty. Another point in favour is they can be used for dramatic performances as well as cinema shows. On the other hand, the disadvantages were that their utility would be confined to the dark half of the month and subject to seasonal variations, particularly during the rains; no matinee performances for children would be possible in such theatres. After examining the comparative cost of such theatres, the Committee were of the opinion that mobile units fitted with cinema projectors would, in the long run, be more economical.

(g) *Films for children:*

The Committee attached great importance to special films for children and felt that the lack of suitable films was to be partly explained by the difficulty of getting exhibition facilities. It was therefore considered that there should be compulsory reservation of screening time in all cinemas once a week for a feature film and suitable shorts for children. This could conveniently be arranged on Sunday mornings without affecting the ordinary box office receipts of the exhibitors.

In order to facilitate the availability of seats at reduced costs for children, it would be necessary to exempt such special shows from the payment of entertainment tax. The Committee hoped that all State Governments would welcome the suggestion.

Publications :

(a) *Text Books on Five-Year Plan :*

The Committee recommended that State Governments should include a study of the Plan as a part of the curriculum in the Middle and High Schools and in universities up to the Intermediate stages as a publicity and educative measure and for this purpose suitable text-books should be produced in the regional languages under the auspices of the State.

To further encourage the study of the various aspects of the Five Year Plan the Committee stressed that there should be a compulsory paper on the Plan in such competitive examinations as the Indian Administrative Service, Indian/Foreign Service and State Services.

(b) *Publication of pamphlets, books, etc. on Five Year Plan by non-official agencies :*

It was considered desirable in the interests of furthering the implementation of the Plan that private publishers should be encouraged to undertake the production of books and pamphlets on the Plan in regional languages. In adapting books and pamphlets from English into regional languages, care should be taken to see that they were not mere literal translations but conformed to the local idiom. The Committee were opposed to the principle of offering any guarantees to private publishers against losses but were of opinion that purchase of a minimum number of copies might be assured as for instance 2500 copies to be purchased out of a print order of 10,000.

(c) *Publications on District Plans :*

As part of the Five Year Plan publicity, pamphlets and other literature should be produced not only on the Five Year Plan projects whether of the Centre or in the States but also on important district Plans in the regional language. This should be an effective way of getting the common man interested in the Plan as it affected him Literature of this type would have to be undertaken by the State Governments.

(d) *Need for subject-wise pamphlets :*

To popularise the plan, it was not enough to prepare a large number of copies of the summary of the Plan in various languages. What was also needed was to break up the Plan into its constituent subjects and to produce pamphlets on each.

(e) *Regional language editions of Central publications :*

As regards translation, printing and supply of publications produced by the Central Publications Division, it was agreed that the Centre

should continue to produce booklets and pamphlets in English and Hindi. As regards editions in other languages, the State Governments recommend that the following alternative suggestions should be placed before the Conference :

(i) The Centre should reimburse to the extent of 50 per cent of the entire cost of printed publicity for the plan to Part A States and 75 per cent to Part B and C States, the financial resources of which are extremely limited. The print order in each case should be settled by the State Government in consultation with the Centre.

(ii) The Centre should bear the cost of translation of central publications undertaken by State Governments; the cost of translation should be at the usual Central rates. As regards the cost of printing in the regional language, 33-1/3 per cent should be borne by the Centre.

(f) *Exchange of Central and State publications :*

At present three copies of each publication produced by the Central Publications Division are supplied free of cost to State Governments. This free supply should be raised to 50 copies of each publication. A number of interesting publications were being issued by State Governments and it was felt that arrangements should be made to bring them to the notice of the Centre. State Governments should accordingly forward 50 copies each of their publications to the Centre on a reciprocal basis.

(g) *Other forms of printed publicity :*

The Committee also considered that other forms of printed publicity such as diaries, calendars, blotters, folders etc., should also be suitably utilised. It would be equally desirable to explore other special traditional forms, *e.g.*, Bihar had issued a 'Panchanga' which had proved very popular in urban as well as rural areas.

Song and Drama :

The Committee were disappointed to find that the Integrated Publicity Programme had not made any provision for song and drama which formed an important feature of the cultural life of our people and had proved a very useful medium of education and entertainment. It was explained that the Technical Committee appointed by the I. & B. Ministry had recommended that local talent should be employed in writing plays, composing songs and staging plays. It also recommended that special attention should be given to folk songs, ballads, comedies, etc. and to set up a song and drama organisation to promote rural interest in dramatic art and music. The importance of such an organisation with simple equipment functioning in target areas could not be overemphasised; the value of this medium had been proved by tradition.

The Committee considered the suggestion that scripts and plays in the various regional languages should be invited through competition by offering attractive prizes varying from Rs. 250 to Rs. 750, by All India Radio in the first instance in Hindi and Tamil. After the plays had been successfully broadcast, the script should be recast for stage performance by rural troupes, with simple settings, The State Governments would then select for performance from among existing professional troupes such as Jatra parties, Charanas, Burra Katha and Nautanki parties in their respective areas and give them monetary aid particularly for costumes, settings, etc.

The Committee were of the opinion that this medium should be fully exploited. To begin with arrangements should be made on the lines indicated above; thereafter, further steps could be taken in the light of experience of the State Governments and the reactions of rural audiences.

The Committee recommended that sufficient funds should be provided for the performance, but in the initial stage, efforts may be concentrated in the following five areas: West Bengal, Hyderabad, Travancore-Cochin, PEPSU and Uttar Pradesh.

Exhibitions:

(a) *Rural Exhibitions:*

The Committee were of opinion that Railway Exhibition Train now touring the country provided a useful channel of publicity particularly in urban areas. Unfortunately, trains could not halt at small stations due to lack of adequate siding facilities. Efforts should be made to cover more places and a larger number of stations in rural areas.

(b) *Exhibitions in rural areas undertaken by State Governments:*

Increasing use is being made of such exhibitions by State Governments and local authorities. This should be encouraged. The Committee however felt that the cost involved may stand in the way of these exhibitions being spread over large areas. The Committee considered that Central aid in the form of models, charts, exhibition photographs, posters, etc., particularly on multipurpose river valley and such other projects should be made available for such exhibitions.

(c) *Permanent stall at State Headquarters:*

The Committee recommended that there should be permanent exhibitions or museums in all State Headquarters dealing with subjects of not only State but also all-India interest and Central aid to such exhibitions should be given in the form of models, charts, exhibition photographs, posters etc.

The Committee also suggested that a permanent exhibition should be maintained in New Delhi which should provide for exhibits of all-India interest as well as of interest to the States. Publicity through this medium in the States should be conducted mainly through State channels as at present and the Centre should participate in suitable exhibitions which may be held in different parts of the country by the State Governments by arranging for special stalls dealing with the Five Year Plan. To help the Central Government in such participation State Governments should supply them with a list of the more important fairs and carnivals held in their areas.

Posters :

The Committee examined the utility of posters and were of the opinion that attractive posters formed a very useful medium of publicity and that work on posters should be undertaken as a part of the Integrated Publicity Programme. The Committee considered that suitable poster sites would be railway stations, bus stands, steamer ghats, courts, post offices, schools, panchayat ghars, etc. Sticker editions of posters for display inside buses moving in rural areas should also be useful. Posters produced by the Centre would be distributed through the Departments of Information of State Governments.

Mobile Vans :

The Committee stressed the importance of mobile vans for publicity in rural areas for the Five Year Plan but pointed out that certain States do not at present possess any vans for the purpose. It was therefore suggested that the vans which will be operated by the Centre under the Integrated Publicity Programme should be utilised in such a manner as to serve the requirements of these uncovered areas by a greater concentration therein.

The Committee also suggested that the question of importing light-weight generators of 110 volts A.C. of less than 1½ maunds should be explored.

Press and Public Relations :

(a) *Co-ordination between the Centre and States :*

Discussing this subject at some length, the Committee emphasised the need for co-ordination of press publicity for schemes included in the Five Year Plan, particularly community projects. It was essential to bring about the closest possible liaison between the Central Press Information Bureau and State Directorates of Information to ensure exchange of material for maximum possible use.

Assistance would also be required by the mobile unit of the Press Information Bureau which would visit Central and State Projects and collect material for illustrated articles for use in India and abroad.

No less essential was a closer understanding and co-operation between the Centre and States in the matter of providing facilities for Press Delegations and foreign editors, columnists, authors, cine-cameramen, photographers, television units and eminent journalists.

State Governments should assist Central Press Information Bureau by supplying information and photographs about State Projects, thus enabling it to present an all-India picture of developments. The Central Press Information Bureau should prepare a list of subjects and circulate it to State Governments for this purpose.

A recommendation made by the second Conference of the Development Commissioners that every State should appoint a wholetime Public Relations Officer to act as a link between the State Government on the one hand and various units of the Ministry of Information and Broadcasting on the other to conduct people around community Project areas was endorsed.

(b) *Adverse Press reactions in newspapers :*

It was agreed that State Governments would keep the Government of India posted with reactions in newspapers in languages other than those handled by the Central Press Information Bureau in matters relating to subversive activities, India's relations with foreign countries and defence. To achieve this object State Governments should examine newspapers published in languages in their own areas and communicate reports and comments of the type mentioned above to the Central Press Information Bureau regularly. State Governments should also assist the Central Press Information Bureau in preparing and revising a list of newspapers indulging in subversive activities.

(c) *District newspapers :*

The need for providing Central Press Information Bureau's services to district and small town newspapers in English as well as in Indian languages was emphasised and it was urged that the value of school and college magazines as a medium for Government publicity should not be ignored. A list of suitable newspapers for this purpose should be prepared in consultation with State Governments.

(d) *Evaluation of public opinion :*

Considering the proposal for evaluation of public opinion, State Governments expressed the following views :—

(i) Evaluation to public reactions should be considered after the Integrated Publicity Programme had been in operation for at least six

months, not sufficient information being available at present for such an assessment.

(ii) Publicity could not be done in vacuum without any reference to the administrative machinery charged with the implementation of the Plan. Corruption and delay at certain administrative levels acted as a constant irritants alienating the sympathy and support of the common man. This was a fundamental problem. Publicity, however skilfully organised, would make little headway if the administration was not attuned to the needs of the people. It was, therefore, imperative, that there should be, in the administration, a climate of general helpfulness towards the common man and a willingness to serve the people, if publicity is to perform the basic task that has been entrusted to it.

Press Advisory Committees:

The Committee noted variations in the composition and functions of Press Advisory Committees as organised in the States. The fact that the Press Advisory Committees met only to consider complaints against newspapers tended to suggest their punitive character, thus militating against the development of sound Government public relations with the Press. To obviate this difficulty a "Public Relations Committee" had been set up in Bihar which met under the chairmanship of the Information Minister. It was felt that Press Advisory Committees should meet not only to consider action against newspapers but also to discuss other matters of common interest.

Advertising Policy:

As for advertising policy the State Governments recommended that the following suggestions should be placed before the Conference.

(i) No Central advertisement should be given to a newspaper if the State Government, in the territory of which the newspaper was produced, objected to it as a newspaper which indulged persistently in scurrility.

(ii) Advertising policy itself could not bring about an improvement in the attitude of newspapers which carried on scurrilous propaganda often designed merely to promote their circulation. In the U.P., for instance, State advertisements had been withheld from communal newspapers but with little success. It was the view of State Governments that the Press (Objectionable Matter) Act had completely failed and as the Act would expire in February 1954, the Central Government should seriously consider legislation enabling State Governments to take firm action against newspapers which excited disaffection against Government. This was not to suggest that criticism was not

welcome. Legal power was, however, essential against newspapers which deliberately and consistently abused the freedom of the Press to the detriment of national interests.

19th September, 1953.

D. O. LETTER No. CPA/SECY./108/55, DATED THE 13TH JUNE, 1955, FROM SHRI U. L. GOSWAMI, SECRETARY, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE ALL DEVELOPMENT COMMISSIONERS.

MY DEAR,

It has been brought to the notice of the Community Projects Administration that in some of the Libraries, Information Rooms, etc., in project areas propaganda literature of foreign agencies find a place. These are generally supplied direct by the agencies concerned and not through any Government Department. A recent instance that has been brought to our notice was the presence of certain American propaganda publications supplied sometime ago by the U.S.I.S. to Basic Agricultural Schools and to other libraries.

While useful technical publications should find a place in the project libraries, whatever be the source of supply, you will, no doubt, agree that purely propaganda literature without any utility to our work might as well be eliminated from them· They do not serve any positive purpose of national interest and secondly, they give an unfavourable impression to the outsiders many of whom, as you know, visit Community Project Areas, Information Room and Training Centres etc. I should, therefore, be grateful if you will kindly have the Libraries, Information Room etc., under your control examined to see whether any foreign propagandist literature exist in them and thereafter issue instructions to weed them out.

The Ministry of Information and Broadcasting, who have brought the existence of such literature to our notice, has suggested that it would be useful to get general instructions issued for the withdrawal of all books of propagandist nature supplied by foreign agencies.

In the new Information and Community Centres that are being set up at Block Headquarters, most of the material are being supplied by the Central Ministry of Information and Broadcasting, C.P.A., and the State Governments. You may kindly ensure that foreign propagandist literature do not find a place in these Centres also.

I shall be glad to have a line in reply indicating the action you propose to take.

With kind regards.

LETTER NO. CPA-118/Bd/55, DATED THE 6TH JULY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Supply of Agricultural information literature for the use of Extension staff in the Community Project and N.E.S. areas.*

As you are aware the Ministry of Food and Agriculture (I.C.A.R.) are publishing from time to time information literature of an all-India nature on the subject of Agriculture, Animal Husbandry, Dairying etc. The information contained therein is considered very useful for promoting the agricultural development of the country and the question of free supply of these leaflets, pamphlets, etc., to the field staff employed in the Community Development and N.E.S. areas has been under consideration for sometime. It has now been decided that in respect of the Community Development and N.E.S. Blocks allotted during the First Five Year Plan period the I.C.A.R. would supply one set each of their publications free of cost direct to each Block Development Officer during the rest of the present Plan period. These publications should be kept at the Information Centre in each Development Block and be available for the use of all field staff. It is requested that the State Governments may kindly take suitable steps to ensure full and effective use being made of these publications by the persons concerned and also arrange to build up suitable libraries in the Block Headquarters in order to achieve the desired results.

D. O. LETTER DATED THE 10TH OCTOBER, 1955, FROM SHRI U. L. GOSWAMI, SECRETARY COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS.

MY DEAR,

You might have seen in the newspapers that a party of farmers from Gujerat is at present touring round the country in a special train and visiting some of the more important development projects all over India including the community project areas. This party which consists of 450 farmers from Modasa Community Project Block of Bombay State was sponsored by the Government of Bombay.

The party recently came to New Delhi and we met the farmers here as well as at Nilokheri where a special programme was arranged for them. We have made enquiries from the Government of Bombay and it is understood that the farmers themselves are financing the trip. Each farmer has contributed Rs. 200 for this purpose, the Railways have provided concession and the State Governments and project authorities are helping the party not only by providing facilities

to them to go round and see the projects but also arranging for such concessions as may be permissible in the transport charges, etc.

We feel that the Bombay move is very appropriate and I would commend it to your notice so that you may consider organising similar trips for farmers from your State. We shall indeed be glad to provide assistance to you by way of writing to the project authorities and helping in drawing up programmes, etc. I shall be glad to be informed in due course as to what you propose to do in this regard.

Letter No. CPA/Pub/10(61)/55, dated the 16th Dec. 1955, from Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments.

Subject.—*Information and Community Centres at Block Headquarters.*

One of the recommendations of the Information Ministers' Conference held in January last was that the running of the Information Centres set up at the Block Headquarters should be supervised by a Committee to be set up at the State level consisting of the Development Commissioner, the Director of Information of the State Government and a representative of the Central Ministry of Information and Broadcasting. The establishment of the above Committee was also recommended by the Fourth Development Commissioners' Conference held at Simla in May 1955 *vide* para 1(4) (e) (i) of the main recommendations and conclusions of this conference. I enclose herewith a list* of officers nominated by the Ministry of Information and Broadcasting to serve on this Committee. You may kindly now take action in regard to the formation of this Committee and invite these representatives of the Information and Broadcasting Ministry to serve on this Committee.

The Community Projects Administration is producing a Manual on Information and Community Centres with the assistance of Ministry of I. & B. The Manual indicates the lines on which the Information Centres are to be organised. Copies of this Manual are expected shortly and these would be forwarded to you. The Committee may function on the lines suggested in this Manual in its work regarding organisation and supervision of these Centres.

A copy of this letter is being forwarded to the Director of Information of the State Government and also to the designated representative of the Ministry of Information and Broadcasting.

You may kindly let us know when the Committee is set up at your end.

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*List not printed.

LETTER NO. CPA/PUB/11/30/55, DATED THE 11TH DECEMBER, 1955, FROM GOVERNMENT OF INDIA, COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI TO THE DEVELOPMENT COMMISSIONERS, PART 'A' & 'B' STATES AND DELHI, BHOPAL AND HIMACHAL PRADESH.

SUBJECT.—*Supply of Exhibition material for the mobile Exhibition Unit by the Ministry of I. & B.*

Please refer to this Administration letter of even number dated 3rd June, 1955, on the above subject.

It is requested that the total number of mobile units available in the State and particulars of the area which is likely to be covered by each of the mobile vans, may please be furnished to this office urgently. This information is required by the Ministry of I. & B. to select the kind of models that would be suitable to a particular area, as well as for the selection of language for captions. As it is proposed initially to prepare one set each for 20 major States, it would be appreciated if the information as to which of the unit in the State should have this set may also please be indicated.

This information, may please be supplied to this Administration latest by the 25th December, 1955, as the same is to be passed on to the Ministry of I. & B., for further action by them.

LETTER NO. CPA/PUB/1 (64)/55, DATED THE 29TH DEC. 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Information and Community Centres—Manual on.*

I send herewith a copy of a Manual* on Information and Community Centres prepared in the Community Projects Administration with the assistance of the Ministry of Information and Broadcasting. The manual indicates in broad outlines the purpose of opening Information and Community Centres at Block Headquarters, the methods that the Block Headquarters are generally expected to follow in their establishment and the lines on which such centres are normally to be run.

2. The pamphlet also indicates the programme of establishing model centres at certain places, the training to be given to the Social Education Organisers in the methods of establishing such centres and the seminars that are proposed to be held for orientation of the Social Education Organisers who are already in the field on this subject. It also indicates the phased target of opening of such Centres during the Second Five-Year Plan.

*Manual not to be printed.

3. Copies of this Manual are being sent to the Block Development Officers with spare copies for the Social Education Organisers. I should be most grateful if you will kindly initiate action on the lines proposed in this Manual for the establishment of Information and Community Centres at Block Headquarters in your State.

4. Already we have received intimation from the State Governments regarding the opening of over 650 such Centres. You may kindly issue instructions for the reorganisation of such centres on the lines indicated in this Manual. It is most essential that the Centres are organised on proper lines as, if on account of lack of suitable premises, adequate informative material or for other reasons they fail to attract, the idea itself will be discredited. You will notice that in the preface to the Manual it has been suggested that the recommendations made in this pamphlet are of general applicability but subject to such local adjustments as may be required. "It is expected that the pattern indicated in this pamphlet will not be diluted and the standards set forth will not be lowered. In other words, efforts should be made to improve upon the pattern or the standard given in this pamphlet rather than go below them."

5. As you will notice, these Centres have been called "Information and Community Centres". Their scope, therefore, will be larger than a mere information centre. They will not only disseminate information on national and local activity but are also intended to be the hub of community life at the block level. In fact, the Centres will be an important focal point from which all social education activity of the block will emanate. Proper organisation of these Centres and effective steps to popularise them are, therefore, most essential.

6. In the Manual certain definite suggestions have been made and it is time now to implement these suggestions without delay. I should like to recapitulate here some of these suggestions and the line of action that the Community Projects Administration would recommend to be taken:

Funds: The Community Projects Administration has already informed you in its letter No. CPA/1/11/BD/55 dated October 8, 1955, about the sources from which funds for the Information & Community Centres will be met. It has been stated that the annual recurring expenditure which is of the order of Rs. 400 may be met out of the funds available under the head "Social Education" from the block budgets. As regards expenditure on building and furniture it has been suggested that this may be met out of the provision of Rs. 50,000 ear-marked under the head 'Transport' of the Schematic Budget of National Extension Service Blocks [*vide* item (2) Annexure I of the blue pamphlet]. As regards Community Development Blocks which are already in operation it has been presumed that the expenditure on these Centres would be met from available funds.

Administration and Co-ordination.—In my earlier D. O. letter No. CPA/PUB/10 (6)/55 dated July 7, 1955, to all Development Commissioners I had indicated the general scheme of Information and Community Centres as approved in the Development Commissioners' Conference held in Simla in May this year. The necessary guidance and co-ordination of the Information Centres in a State will be provided by a Committee at the State headquarters consisting of the Development Commissioner (convenor), the Director of Information of the State Government and a representative of the Central Ministry of Information and Broadcasting. Some of the State Governments have already set up this Committee. The Ministry of Information and Broadcasting has also nominated their representatives to serve on this Committee. In my letter No. CPA/PUB/10 (61)/55 dated December 16, 1955, I have intimated to you the names of these officers. These Committees may now be set up where they have not yet been constituted. You will notice that on page 14 of the Manual I have suggested that it would be desirable to have at the State level an officer either of the Development Department or of the State Department of Information who should be entrusted with the responsibility of ensuring that the Information and Community Centres are supplied with adequate material both from the Centre and the States. I suggest that this officer is nominated early and he might function as the Secretary of the Committee to be set up at the State level. The officer would maintain liaison between the Community Projects Administration and the State Government on all matters concerning Information and Community Centres. The Community Projects Administration would also like to participate at the first meeting of such a Committee and I should be glad if you would kindly let me know in advance of the date of such a meeting. The name of the Officer designated by you to look after the Information Centres and to maintain liasion with the Community Projects Administration may also kindly be communicated.

Model Centres.—You will notice in Chapter II that Model Centres are proposed to be established in various places. These are intended to provide a model near at hand to the Social Education Organisers so that after studying the model they can find out in what way improvements are necessary in their own centres. Under the scheme model centres are to be established at the Social Education Organisers Training Centres by the Community Projects Administration. In addition, Model Centres are to be established in 14 other States. In my earlier letter dated July 7, 1955, I had requested you to let me know the location in your State where you would like such a Model Centre to be established. I have received this information from only a few States. Now that the Manual is ready and the financial position is clear I should be grateful if you would kindly select the location early and let me know.

The Community Projects Administration will help in the establishment of such a Model Centre and one of our officers will visit the Centre before it is set up.

Non-official Participation.—You will notice that in the scheme the Social Education Organiser is expected to look after the running of Information & Community Centres. He being a touring officer it would be necessary for him to have some assistant who can look after the centre during his absence. It has, therefore, been suggested in the Manual that the project authorities might try to obtain the honorary services of non-officials for running these centres. At the Block Head-quarters educated young men and women who would be prepared to devote some time for these centres may be contacted and to impart a sense of responsibility the selected person might be made Hony. Assistant Secretary of the Centre.

Phasing of the Programme.—Chapter IV makes suggestions for a phased target of the expansion programme during the Second Five-Year Plan. Your proposals for the next year, 1956-57, in which the target is for 500 Centres for the country as a whole may kindly be communicated to me.

Questionnaires.—I would particularly like to draw your attention to the two Questionnaires in Annexure III of the Manual. These Questionnaires were issued to all the Block Development Officers and we have received replies from a large number of them. A study of the replies indicates that many of the Information Centres already opened do not have suitable premises, the available material and literature are inadequate and no effective steps have been taken to popularise such centres. The Community Projects Administration is sending literature and material which are in short supply to each of those Information and Community Centres from which replies have been received. I hope that those Centres which have not yet replied to our Questionnaires will do so without delay and any new centre that is opened will study these Questionnaires carefully and ensure that the points raised in these questionnaires are adequately met. If the answers to all the questions in the Questionnaires are positive one can assume that an Information Centre is running on proper lines.

Training and Seminars.—To initiate Social Education Organisers into the programme of establishing and running of Information and Community Centres the Community Projects Administration proposes to introduce a short course of training in the S.E.O. Training Centres. A brief idea of the syllabus for such a training is given in Annexure IV to introduce a short course of training in the S.E.O. Training Centres. are already in the field special seminars are proposed to be organised. The programme is at present under compilation. Such seminars will

be held mostly at the premises of the Model Centres so that both theoretical and practical aspects of the training could be dealt with in one place. It is, therefore, essential that the Model Centres should be set up without delay.

7. You will notice that the scheme incorporated in the Manual and in my letter is on the lines approved at the Conference of the Development Commissioners in May this year. In accordance with the recommendations of that Conference already State Governments have taken action on this programme. I should be very happy to be of assistance to you in this matter and would be glad to know how I could help.

8. I am sending a few spare copies of this letter for information of the members of the Committee to be set up at the State level and for such other use you may make of them.

9. If you want more copies of the Manual kindly let me know.

LETTER No. CPA/PUB/1 (64)/55, DATED THE 17TH JAN., 1956 FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DIRECTORS OF S.E.O. TRAINING CENTRES (BY NAME).

Copies of a Manual on Information & Community Centres produced by the Community Projects Administration have already been sent to you. I hope you have received them by now. This Manual indicates in broad outlines the purpose of opening Information & Community Centres at Block Headquarters, the methods that are generally expected to be followed in their establishment and the lines on which such centres are normally to be run.

Copies of two letters which were sent to the Development Commissioners in connection with the Information and Community Centres are also sent herewith. While all the observations in these letters are not necessarily applicable to the Social Education Organisers' Training Centres, I should be grateful if those suggestions which lie within your own sphere of implementation are taken up immediately.

As you know, the Information Centres that have been or are to be set up at the Social Education Organisers' Training Centre will be in the nature of model centres and, therefore, your responsibility in the establishment of these centres is considerable. The Community Projects Administration has sent separately a letter to you indicating the financial sanction that has been obtained for the establishment of such centres in Social Education Organisers' Training Centres. I, therefore, hope that you will kindly ensure that the model Centres are set up on the pattern indicated in the Manual, if not actually better.

Specially, I would like to draw your attention to the recommendations that have been made in the Manual to popularise these centres. It has been brought to the notice of the Community Projects Administration that while in many places Information Centres have been established no positive steps have been taken to popularise them with the result that they remain mere decorations. Sustained interest not only in the proper maintenance of the Centre but also in its continued improvement is most essential if the Centres are to serve the purpose intended by the Community Projects Administration.

The Information Centres at the Social Education Organizers' Training Centres are also the Information Centres for the Block around. Therefore these Centres are as much intended for the Social Education Organizer trainees as for the villagers of the Block. While I do not anticipate much difficulty in the utilisation of these Model Centres by the trainees, I would urge that definite and concrete steps are taken to attract villagers to these centres. Apart from inviting groups of villagers to the Information Centres, the other means that I can visualise—you would no doubt find many more such means—consist of holding community gatherings, song and drama performances, showing of films, holding panchayat meetings, holding of leaders' camps etc. in the open court-yard adjoining the Information and Community Centres. That is how people would come to know of it.

With the recurring expenditure that has been sanctioned, it should also be possible for you to keep the Information Centres up-to-date by subscribing to newspapers, periodicals, journals, reference books, etc., apart from the material that you would be receiving direct from the Central and the State Governments. I should be grateful if you will kindly acknowledge receipt of this letter and let me know of the action that you are taking.

LETTER NO. CPA/PUB/10(55)/55, DATED THE 17TH JANUARY, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DIRECTOR, S.E.O. TRAINING CENTRE, HYDERABAD/GANDHIGRAM/ALLAHABAD/BELLUR MATH.

SUBJECT.—*Estt. of a Model Information Centre.*

Kindly refer to this Administration D. O. letter No. CPA/PUB/10 (6)/1/55 dated the 6th July, 1955, from Shri R. K. Chatterjee, Director (Information & Public Relations), on the above subject.

The following expenditure for the establishment of a model Information Centre is approved :

(a) *Non-recurring*:

(i) *Building*: Rs. 6,000, provided suitable accommodation as suggested in this Administration D.O. letter referred to above is not available at the existing buildings. Administrator desires that new structures for the purpose be avoided as far as possible.

(ii) Construction of Stage .. .. Rs. 2,000

(iii) Furniture & other equipments. .. .. .. Rs. 1,200.

The expenditure on construction of a stage may please be included in your next half yearly advance as a separate item. The expenditure on furniture, equipments etc. will be met from within the overall ceilings laid down for "Furniture" at your Training Centre and may please be included in the half-yearly statement.

(b) *Recurring*:

Purchase of journals, newspapers & General Maintenance charges: Rs. 800 per annum.

It may be possible for the Training Centre to use some of the newspapers already being purchased for the S.E.O.T.C. Library. Additional expenditure not exceeding Rs. 800 per annum may, however, be incurred from the existing grants given to your centre.

It is requested that arrangements may kindly be made to set up the model Information Centre at an early date and this Administration informed so that all publicity and exhibition material may be supplied to you well before the inauguration ceremony of the Model Information Centre.

LETTER NO. CPA/5(39)/56-PUB., DATED THE 23RD AUGUST, 1956 FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Publications brought out by State Governments.*

This Administration has decided to select items of interest for publication in 'Kurukshetra', the monthly organ of this Administration, from the periodicals brought out by the Development Departments of the various States.

It is, therefore, requested that a complete list of the periodicals in English as well as in regional languages, issued by the Development Department of your State may please be forwarded to this Administration, alongwith a copy of each of them, and these may be continued to be supplied to this Administration regularly. It is hoped that copies of 'Kurukshetra' are being received by you regularly.

LETTER No. CPA/5(41)/56-PUB., DATED THE 1ST SEPTEMBER, 1956, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

This Administration has accepted the suggestion that the names and activities of those Project workers who have done meritorious work in the field and for which they got rewards by way of promotion or otherwise, should be published in the 'Kurukshetra', the organ of the Community Projects Administration. It has also been suggested that such activities of the non-officials who have done good work particularly in mobilising the people during 'Shramadan' week or in implementing any facet of the programme, should be published in the same way.

This Administration will be obliged if notes on the activities of these workers, together with their Photographs, if possible, be sent to the Editor 'Kurukshetra', under intimation to this Administration, for necessary action. The Editor is bringing out a special feature, 'Workers' Corner' in the magazine where these workers' names will find a place.

LETTER No. 12(63)/57-TG, DATED THE 6TH MAY, 1957, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS/ADMINISTRATIONS.

To equip each of our Training Centres for Block Development Officers and Social Education Organisers with all important information in respect of each of the States, it is considered desirable that the Principals of the Training Centres should receive all the literature published by State Governments. It is, therefore, to request you to kindly arrange with the different heads of Departments, in case they are issuing literature in respect of their Departments and particularly, the Director of Information, who ordinarily would be publishing literature in respect of several Departments, to kindly place the Principals of all the Training Centres, as per attached statement,* on their mailing list for free supply of all literature published by the States.

2. Arrangement is made at the Training Centres to have separate pigeons in respect of each of the States, where all important literature so received would be kept in the pigeon of the State. While trainees from other States may benefit from the study of such literature, the trainees of those particular States would find it of great advantage to know important aspects of their State Programmes.

*Not Printed.

3. Important circulars, notifications, etc. concerning the development programmes of the different Departments may also be sent to the Principals of the Training Centres.

4. I am sure you will appreciate the importance of supply of such literature and make early arrangements to ensure the same. One extra copy of this is enclosed, so that you can pass it on to the Director of Information of your State, requesting him to put the Training Centres on his mailing list.

LETTER NO. 7(3)/57-PUB., DATED THE 18TH JUNE, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF C. D., NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Traditional forms of entertainment.*

I am directed to invite your attention to the observations made by the Prime Minister regarding the traditional forms of entertainment, in the course of his speech at the Mussoorie Conference of Development Commissioners during April last.

The Ministry of Information & Broadcasting have intimated that the Song & Drama Division of the A.I.R. has been using the drama and various forms of stage entertainments as a medium for promoting a well-informed and constructive attitude towards the Five Year Plan and other nation-building activities. The Ministry of I&B are very much interested to encourage and make use of traditional forms of stage entertainments such as puppets, Nautankis, Jatras, Yakshagans, Hari Katha, Bhavais etc etc. Most of these entertainers are professionals or semi-professionals and though their art has been deteriorating for want of patronage, and due to the influence of cinema songs and techniques, they have the capacity for touching the heart of the people. It is in these forms of technical entertainments that the local talent can be exploited. The Ministry of I&B have approached this Ministry to collect the names and addresses of these traditional entertainers and groups and to have arrangements for contacting them, giving them new stories which they can adopt in their own manner and present through their own techniques.

You are requested kindly to issue instructions to the Block Development Officers and Project Executive Officers to collect a selection list of genuinely traditional entertainers and groups of this kind from different C. D. Blocks. A pro forma* in which the information could be furnished is enclosed. There is no intention to have a comprehensive survey but the idea is to affiliate some of these groups to the Song

*Not Printed.

& Drama Division so that they may become entitled to subsidies for performances. Subsidies will be given only when these performances adopt some of the themes which will be suggested to them by the Song & Drama Division.

It is requested that the requisite information may kindly be communicated directly to Song & Drama Division, All India Radio, New Delhi, under intimation to this Ministry.

LETTER No. 10(6)/56-TG, DATED THE 8TH AUGUST, 1957, FROM THE GOVT. OF INDIA MIN. OF C. D. NEW DELHI, TO THE ALL DIRECTORS/HONORARY DIRECTORS, S.E.O. TRAINING CENTRES.

SUBJECT.—*Art Wings.*

It is imperative that the trainees should be made aware of glorious historical past of our country in the realm of art and culture. For this purpose photographs and prints of cultural and historical interest be displayed in the rooms, corridars and other prominent places in the compound of the centres to evoke interest of trainees in them. The photographs and prints may be selected on the following subjects :

(1) Painting in Ajanta Caves.

(2) Sculptures in Ellora and Elephanta Caves.

(3) Excavations of historical interest *i.e.,* Harappa and Mahenjo-daro.

(4) Architecture—Hindu, Mughal.

(5) Miniature, Paintings—Kangra, Rajput, Dogra, Bengal School.

(6) Modern Painters & Sculptors works.

(7) Folk art designs, geometrical, mural, free hand, sculptural etc., which may be available around the area where the centre is located.

(8) Dances & Plays.

(9) Other subjects and local interest.

In case of 5, 6 & 7 the original works if available may be displayed from time to time. The work of present day painters & sculptors may also be exhibited and if possible talks be arranged to evoke interest in art amongst the trainees.

For mounting and framing the Centres may utilize the funds made available to them vide letter No. F. 10(6)/56-TG. dated 21-1-1957, of this Ministry.

It may not be possible to display photographs and prints on all the subjects at one particular time, but they can be replaced or changed from time to time (within the five months period) so as to give the trainees an overall impression about the glorious art and cultured heritage.

Needless to say, such displays will improve the aesthetic environments which will definitely have a bearing on a training programme.

Please inform this Ministry the action taken on the subject and also ask for any other information needed in this regard.

LETTER NO. 11(1)/58-TG-I, DATED THE 21ST JANUARY, 1958, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS/ADMINISTRATIONS.

As a part of the programme of co-ordination of the Gramdan and Community Development Movements, one of the proposals is that the Ministry of Community Development at its cost, may supply some selected literature connected with Gramdan and Bhoodan as under :—

(i) To the Block headquarters libraries in all the Blocks—a complete set of literature in English and the local regional language.

(ii) To the Training Centres—a complete set of literature in English and the local language.

(iii) To village libraries in all Blocks—selected books costing about Rs. 2-8-0 in local language.

(iv) To the village libraries in the areas where intensive Gramdan has taken place and where concentrated work is to take place —the sets to be sent to these libraries would be a little bigger and costing about Rs. 10 and will be in the local language.

2. When the matter is financially finalised, we shall have to ask the publishers to despatch the material on the lines indicated above to the various District headquarters from where further distribution may be arranged by the District authorities through the Block Officers.

3. But to enable the publishers to know the number of sets required for each language, it is necessary to have exact data. For this purpose, three proformas* (A), (B) and (C) are enclosed, which you may kindly *speedily circulate* to the Blocks and the District Headquarters to fill in and send as under :—

(i) The District summary in form (B) with the Block-wise list for each block in the district in form (A), may be sent direct to Shri Radhakrishna Bajaj, Akhil Bharat Sarva Seva Sangh—

*Not Printed.

Prakashan, Rajghat, Kashi, by the District Office, under copy to this Ministry. The designation and exact postal address of the District Officer in whose name the R/R may be made and to whom it may be sent by post, and his telegraphic address, if any, may also be given in form (B).

(ii) A State-wise summary in Form (C) with District summaries in Form (B) may be sent to this Ministry by the State headquarters.

The statements may be typed in English, so that the spellings of Blocks, etc. should be properly recorded by the despatchers.

It is proposed to send separate packets for each village library tied up in Block-wise bundles to the District Headquarters where, after checking up the same with the challans, the District Officer may pass the receipt as may be instructed.

LETTER NO. 11(1)/58-PUB., DATED THE 23RD APRIL, 1958, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND ADMINISTRATIONS.

SUBJECT.—*Supply of Bhoodan literature to C.D. and N.E.S. Blocks.*

I am directed to invite attention to this Ministry communication No. 11 (1)/58-TG-1, dated the 21st January, 1958, regarding the supply of Bhoodan and Gramdan literature for the headquarters of the blocks and village libraries, etc.

2. Separately, we are placing an order on the Akhil Bharat Sarva Seva Sangh Prakashan, Rajghat, Kashi, for the supply of books and journals for the headquarters of all blocks in the country. It has now been decided between this Ministry and the Sarva Seva Sangh that these books will be delivered by the Sarva Seva Sangh at the State headquarters through their local representatives. The journals will, however, be sent by post to the block headquarters direct.

3. It will be for the State representatives to arrange despatch of the books to the headquarters of the block in their respective states. The State Governments will no doubt make special efforts to ensure expeditious despatch of the same to the block headquarters.

4. Representatives of State Governments will check the literature, when received from the representatives of Sarva Seva Sangh and give them clear receipt. Four copies of the challans will be presented with the books. One signed copy will be sent by State Government directly to this Ministry, two will be given to the representative of the Sangh and one retained in your office for record. The representative of the

Sarva Seva Sangh will claim payment of the cost of literature from the Central Government on the basis of the receipt granted to them by you.

5. Separate order will be placed on the Sarva Seva Sangh Prakashan in respect of literature required for the libraries, when complete information regarding the total number of village libraries is collected in this Ministry, for which all State Development Commissioners have already been addressed separately.

6. I am enclosing a statement* giving the total number of blocks in each State as well as the regional languages in which journals will be supplied for each State separately. If there is any discrepency in this statement, it is requested that this Ministry may kindly be informed immediately and a copy be endorsed to the Sarva Seva Sangh.

7. A copy of this letter is being endorsed to the Sarva Seva Sangh for information and circulation to their State representatives so that during his tour in connection with the Gramdan work, the local representative may avail of the opportunity of seeing how people are making use of this material. In case, he finds any place where the literature have not reached, he will bring the same to your notice and you will then kindly do the needful.

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*Not Printed.

MISCELLANEOUS

Letter No. CPA/S/3(26)/53, dated the 16th March, 1954, from Shri M. R. Thadani, Under Secretary to the Govt. of India, to all State Governments except Jammu and Kashmir and N.E.F.A.

Subject.—*Purchase of stores and equipment required for Community Projects.*

The existing arrangement is that State Governments place their demands for the equipment required for the Community Development Programme on this Administration. This Administration places indents for the imported equipment on the D.G.S. & D., New Delhi, for arranging import under the dollar aid.

2. In respect of the equipment which is manufactured in India and so has to be purchased under rupee expenditure, State Governments are allowed to make local purchases of such equipment direct only where the quantity and cost of the equipment required is small. In all other cases, indents are placed by this Administration on the D.G.S. & D., New Delhi, for necessary action, under advise to the State Government concerned.

3. The procedure for the procurement of the equipment required for the Community Development Programme has been reviewed and the following decisions have been taken with a view to avoiding delay in procurement of supplies :—

(a) Purchase of imported equipment required for the Community Development Programme by the State Governments, will, as before, be made through the Community Projects Administration.

(b) Purchase of stores, machinery and equipment manufactured in India will in future be made direct by the State Governments themselves under their normal purchase rules.

(c) State Governments may, where they do not propose to make the purchases themselves, advance cash loans to farmers, cooperative societies, etc., for purchase of necessary equipment.

(d) Where indents have already been placed with the D.G.S. & D. for purchase of certain equipment in India, and where these have not so far been supplied, the C.P.A. will examine each such indent with a view to cancelling it, provided no definite contact has been placed for it by D.G.S. & D., with any firm.

In future, will you please take action accordingly?

4. Pursuant to the decision at (b) above, State Governments may take necessary action for the procurement of the Hand-sprayers, knapsack type which are manufactured in India for which indents have not yet been placed by this Administration so far.

5. The following equipment is also being manufactured in India:

(1) Trailers.

(2) Trucks upto 4 tons capacity.

(3) Pumping-sets diesel engine operated upto 25 HP.

(4) Rotary Hand Dustors.

This Administration had placed indents on the D.G.S. & D. for the above items of equipment required by the State Governments and had advised the State Governments concerned accordingly.

6. Pursuant to decision at (d) above, necessary action is being taken by this Administration to examine, in consultation with the D.G.S. & D., whether the above indents could be cancelled with a view to enabling the State Governments to purchase the required equipment direct. Decision in this respect will be communicated to you shortly. Meanwhile those State Governments who have indented for about items but who have not yet been informed that indents have been placed on their behalf on the D.G.S. & D., may make their purchases direct.

7. In the past, microscopes monocular had been procured on behalf of the State Governments from abroad under TCM aid. Recently, however, the Ministry of Commerce have disallowed import of this item, which is also manufactured in India. In the circumstances, the State Governments who have indented for this item but have not yet been advised by this Administration that an indent has been placed on their behalf may make direct purchase of this item.

Please acknowledge receipt of this letter.

Letter No. CPA/27 (3)/P/55, dated the 7th January, 1955, from Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments.

Subject.—*Railway Concession to Voluntary Workers in National Extension Service.*

I forward herewith for information and guidance a copy of Memo. No. 6640-TC dated December 29, 1954 addressed by the Ministry of Railways (Railway Board) to the General Secretary, Indian Railway Conference Association, New Delhi, on the above subject.

GOVERNMENT OF INDIA, MINISTRY OF RAILWAYS
(RAILWAY BOARD)

No. 6640-TC *New Delhi, dated the 29th December* 1954.

To

The General Secretary, Indian Railway Conference Association, New Delhi.

SUBJECT.—*Rail concession to voluntary workers in National Extension Service.*

The Railway Board have decided that with immediate effect, the persons taking part in voluntary work in National Extension Service be granted the same concession as is admissible to students under S. No. 5 of Annexure to Rule No. 114 of I. R. C. A. Coaching Tariff (No. 16) on production of a certificate to the effect that the persons concerned are undertaking a journey to the National Extension Service for taking part in voluntary service or returning home after undertaking such service. The certificates should be issued by the Officer-in-Charge of the National Extension Service or when no specific officer has been placed incharge of a National Extension Service, Civil Officers of the area concerned not below the rank of District Magistrate, may issue certificates. The voluntary workers can travel individually and not necessarily in parties.

2. Necessary correction slip to the I.R.C.A. Coaching Tariff (No. 16) may be issued at an early date.

D. R. SURI,
Deputy Director, Traffic,
Railway Board.

No. 6640-TC. New Delhi, dated the 29th December 1954.

Copy forwarded to the Planning Commission (Community Projects Administration), New Delhi, for information.

D. R. SURI,
Deputy Director, Traffic,
Railway Board.

LETTER No. CPA/37(5)/54-PRG, DATED 28TH JAN. 1955, FROM C.P.A., NEW DELHI, TO THE DIRECTORS OF COMMUNITY PROJECTS/DEV. COMMRS. ALL STATE GOVTS.

SUBJECT.—*Social Service Camps of the Auxiliary Cadet Corps.*

You are no doubt aware of the social welfare activities undertaken by the Auxiliary Cadet Corps under the Ministry of Defence, Government of India, in different areas in the States, particularly in Community Projects and National Extension Service areas. The idea is that

social service and dignity of labour should receive due emphasis as part of the normal training programme of the Auxiliary Cadet Corps. With this end in view, once a month cadets are employed in undertaking social service work of cleaning and levelling of playgrounds trimming of hedges, cleanliness of buildings in rural areas, improvement of village roads, repairing of village ponds and wells and literacy drives. At the end of each academic term, the Auxiliary Cadet Corps also organises what are called the "end of term camps" of three days' duration. Such camps by organising excursions and talks create a desire in the cadets for more elaborate training to equip them for intensified social service work.

2. In December 1954, in order to give further fillip to the activities of Auxiliary Cadet Corps work, five lakhs of rupees were transferred from the budget of the Ministry of Education to the Ministry of Defence for organising youth service and labour camps by students. This money is utilised by the National Cadet Corps Directorate. So far, it is estimated that 250 teachers and 12,000 cadets of the Auxiliary corps will be able to participate in these camps for a period of at least 15 days and as a maximum three weeks. The result of the activities of the National Cadet Corps Directorate in organising these youth camps of students has been remarkable. So far, 21 camps have been planned in the various Community Project and National Extension Service Block areas and 12 camps have been completed in various parts of the country. Roads have been constructed, bunds for irrigational purposes have been repaired and embankments built to prevent floods. This is the first time that the Auxiliary Cadet Corps has undertaken such vast projects of social service work. The enthusiasm and energy which has been released by the organisation of the Directorate leaves no room for doubt that if greater cooperation could be made available to the authorities in-charge of running these camps, still greater results can be achieved. There is great room for improving local cooperation of villagers to work side by side with the young cadets. It has to be emphasised that the work is primarily of villagers themselves which they ought to do through self-help and the young cadets are there to help them. The traffic should be two-way, that is to say, while the young cadets shed prejudice and class consciousness and dislike of manual labour, the villagers on their part give them encouragement by treating them as part of the wider community. In this connection, the Development Commissioners and the Deputy Commissioners are the best agency who can rouse the villagers. The stage where the officers-in-Charge of various youth camps approached the villagers direct for organisation is now over. The time at the disposal of Army personnel was necessarily limited and their contact with local inhabitants restricted. The stage has now definitely come when we can organise the camps with greater thought and foresight and advance intimation

can be given where such a party is coming. The Development Commissioner and Deputy Commissioners and Project staff can take a positive interest in these camps conducted in their own areas for the benefit of the community at large and they can make the task of the officers of Ministry of Defence lighter and more purposeful if they spend time in pre-planning, *e.g.*, laying the alignment for roads and outlining details of other types of constructive work. It is essential to eliminate wastage of man power and this can be avoided to a very large extent if the village council or other representative body could take decisions to make village labour also available on the days the camps are held. It is realised that the cultivator has his own difficulties and it may not be possible always to persuade him to come in large numbers but every effort should be made in this direction. In cooperation with the villager, tools and equipment and land free from disputes should be made available for starting the work. It is most important to develops this new spirit as, in future, more and more students of the Cadet Corps will be participating in the work - camps in the Extension Service Blocks. The importance of holding periodic conferences and maintaining the closest possible liaison with the Circle Commanders and other officials of the National Cadet Corps cannot be over-emphasised. The preliminary part of the organisation being over, it is largely up to the Project staff to display initiative and to make the Circle Commanders and other officials of the National Cadet Corps feel that it is their assistance that we are seeking. The necessary enthusiasm can be aroused by means of publicity, social and recreational activities and such other techniques as may jointly be decided upon. Once the idea of close cooperation between the army authorities on the one hand and the civil authorities working in the project areas on the other is realised, there will not be much difficulty in ensuring smoothness in running of these camps and encouraging the youth for a country-wide movement in favour of constructive work.

3. It is hoped that, in future, local cooperation will improve and all the official and non-official agencies working in the rural areas will do their best in spreading the gospel of youth movement through self-help.

LETTER NO. CPA/608/54-(Bud), DATED THE 2ND APRIL, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEPUTY SECRETARY TO THE GOVERNMENT OF PUNJAB, DEVELOPMENT DEPARTMENT (C.P.), CHANDIGARH.

SUBJECT.—*Exemption from income tax of voluntary contributions made in connection with the Community Project Programme.*

Please refer to your letter No. 10177-CP-54/4342 dated the 8th October, 1954, on the above subject. The view taken by the Government

of India is that the Government of a State is an institution, and a Welfare State like India, one of whose directive principles is the promotion of common benefit and welfare of the people, is a charitable institution. Further, as the voluntary cash contributions made by the people in connection with the Community Development and National Extension Service programme are directed towards a common cause *i.e.,* for general public utility, such contributions are considered as charitable for income-tax purposes. In this context, all the conditions laid down in Section 15 B (2) of the Indian Income-tax Act 1922 (as amended) are satisfied. Such contributions or donations may, therefore, be considered as exempt from income-tax in the hands of the donor within the mandatory limit prescribed by Section 15 B (1) of the Income-tax Act.

2. The question of exemption of such contributions under the Estate Duty Act, 1953, is under consideration and a separate communication on the subject will be sent later.

ENCLOSURE

Letter No. 10177-CP-54/4342 *dated the 8th October,* 1954, *from K. S. Narang, Esquire, I.A.S., Deputy Secretary to Government of Punjab, Development Department (CP), Simla-2, to the Under Secretary to the Government of India, Community Projects Administration, New Delhi.*

SUBJECT.—*Exemption of contributions made in connection with Community Project Programme from income-tax.*

SIR,

I am directed to state that it has been represented to this Government that in order to encourage voluntary cash contributions for the construction of tank, drains etc. under the Community Project Programme, such contributions should be exempted from the income tax and death duty. It is appreciated that exemptions of these contributions from the income tax and death duty would have a very wholesome effect on the donors and will give a fillip to the spirit of contributions in the public. I am, therefore, to request you kindly to take up the matter with the Ministry of Finance, Government of India, and have the above exemptions sanctioned at an early date.

LETTER No. CPA/608/54-(Bud), DATED THE 17TH MAY, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Exemption from income-tax of voluntary contributions made in connection with the Community Project Programme.*

Please refer to para. 2 of this Administration's letter of even No. dated the 2nd April, 1955, addressed to the Government of Punjab, on the above subject, a copy of which was endorsed to you.

2. The question of exemption under the Estate Duty Act, 1953, of the voluntary cash contributions made by the people in connection with the Community Development and National Extension Programme, has been examined and in the opinion of the Government of India such contributions should be deemed as gifts for public charitable purposes within the meaning of Section 9(i) of the Act, and would, therefore, be exempt from the Estate Duty, if made more than six months before the donor's death. Further, such gifts made within six months of the death of the donor would also be exempt from duty to the extent of Rs. 2,500 under Section 33(i) of the Act, but the amount would be taken into account for determining the *rate* of duty payable in respect of the estate.

3. It may also be stated in this connection that the question of exempting *all* gifts to a State or Central Government, even if made within the statutory periods irrespective of the quantum of such gifts, is under considerations and a further communication will be sent after a decision has been reached in the matter.

LETTER NO. CPA/37(5)/54-PRG., DATED THE 31ST OCTOBER, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS (ALL STATE GOVERNMENTS).

SUBJECT.—*Organising working camps for the cadets of the Auxiliary Cadet Corps.*

You are already aware that during the last two years or so, the Ministry of Defence have conducted a number of work camps in the various parts of the country including community project areas. The cadets have done commendable work in the different developmental sectors such as construction of roads, construction of drainage, rendering first aid etc. The success of these work camps has encouraged the Government of India to consider favourably proposals for the expansion of the activities of the Auxiliary Cadet Corps on a more intensified and planned basis.

In pursuance of the above objectives, the National Cadet Corps Directorate, Ministry of Defence, has proposed the holding of continual Auxiliary Cadet Corps camps from May to December every year by selecting important projects and development works in every State area. Batches of teachers and cadets will work in the selected areas. The National Cadet Corps Directorate will pay for the messing and transportation charges of the Cadets. You are requested kindly to assist the work camps in the following directions :—

(a) Allotment of task to cadets/technical supervision.

(b) Provision of camp sites.

(c) Improvisation of accommodation

(d) Water and sanitary requirements.

(e) Provision of picks, shovels and baskets.

(f) Voluntary cooperation of local people.

(g) Social and cultural programmes in collaboration with local talent.

You will agree that the Project/Block staff in the Community Project and National Extension Service areas can work in close liaison with these work camps, and thus provide a further impetus and a driving force to the development of the area.

You may also consider the suggestion to set up Camp Committees consisting of officials and non-officials in each district/Development Block for promoting the programme. Regular Army Officers seconded to the Cadet Corps may be invited through the respective Circle Commanders of the National Cadet Corps in the State to participate in the deliberations of these Committees.

The National Cadet Corps Directorate will communicate to you in advance the dates of the various work camps.

I shall be grateful if you will kindly consider these suggestions and extend your full cooperation and assistance in the effective implementation of the scheme.

LETTER No. CPA/27(50)/P/55, DATED THE 9TH AUGUST, 1955, FROM COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENTS COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Small Savings Movement.*

As you are aware, in order to inculcate the habit of thrift among the rural population and to stimulate rural savings, a scheme for promoting the sale of National Savings and National Plan Certificates, is already functioning in a number of States. Other States have also recently been requested by the Union Ministry of Finance to adopt it. Success of the scheme depends largely on the interest and cooperation of the State Governments and the District authorities. In the context of the Second Five Year Plan, the need for an intensive drive for organising and stimulating small rural savings, is considered to be immediate and imperative, and it is felt that the assistance of the Community Project Organisation would be very valuable in spreading

this movement. The following suggestions are made in this connection :—

(i) The Rural Agency Scheme of the National Savings movement, under which Village Panchayats and Union Boards can be appointed as authorised agents on easy terms of security for selling National Savings Certificates and National Plan Certificates on the basis of the usual commission of 1-1/4 per cent, may be adopted throughout the Community Project and National Extension Service areas; and

(ii) The officers and staff employed on the Community and National Extension Service Schemes may be asked to actively assist in popularising the National Savings Movement in their respective areas.

2. It is suggested that detailed particulars of the Rural Agency scheme and also of the various investments available under the Small Savings Scheme may be obtained from the Regional National Savings Officers concerned.

Your personal interest in the promotion of this campaign will be greatly appreciated.

Letter No. CPA/37 (10)/56-Prg., dated the 25th April, 1956, from the Government of India, Community Projects Administration, New Delhi, to the Development Commissioners, Directors of Community Projects, (of all State Governments except Uttar Pradesh, Delhi and Madras).

The Ministry of Natural Resources and Scientific Research have sponsored a scheme for the establishment of Vigyan Mandirs all over the country. Three Vigyan Mandirs have already been established—one each in Uttar Pradesh, Delhi and Madras. 20 more Vigyan Mandirs will be shortly established all over the country.

The Vigyan Mandirs would function as small Rural Scientific Laboratories to help and advise the villagers on matters vitally concerning their well-being and also to educate them on the methods of Science which would benefit them in their day to day activities.

It is considered that the best way to achieve the maximum results would be to closely co-relate the working of the Vigyan Mandir schemes with the Community Project and National Extension Services programmes. It is very important that the potentialities of the methods of the science and their application to the development of the country should be brought home to our people to develop in them scientific knowledge and scientific thinking. The Vigyan Mandir acting in close cooperation with the Development programme will, in course of time, become very potent instrument for altering the face of the country.

I shall be obliged if you kindly let us know in due course your suggestions to coordinate the activities of the Vigyan Mandir with the development programme of the villages. The Vigyan Mandir is a useful institution and should be used to give lead to the villagers in removing superstition and ignorance and making him progressive in outlook. To begin with, it is felt that the best thing would be for the V.L.Ws. to get themselves acquainted with the working of this institution so that they may be in a position to carry the knowledge to the villagers to enable them to derive maximum advantage of the facilities offered by the institution in solving their problems.

D.O. No. CPA/37 (5)(4)/56-Prg., dated the 21st July, 1956 from Shri A. Mobin, Deputy Secretary, Community Projects Administration, New Delhi, to Development Commissioners of all State Governments.

As you are perhaps aware, training camps of Lok Sahayak Sena are periodically held in the districts of the States in the course of which the trainees also participate in 'Shramdan'. In a recent meeting of the Central Advisory Committee for the Territorial Army and Lok Sahayak Sena, it has been decided that the training camps of Lok Sahayak Sena should, as far as possible, be located within the boundaries of a development block so that the trainees may not only participate in 'Shramdan' but should also get an opportunity to acquaint themselves with the various programmes of Community Development which have been taken up in the block. Since the venue of camp is decided in consultation with the district officers, it should not be difficult to locate such camps within or near the development block area. I would request that the district Officers may kindly be requested to extend all necessary facilities for giving an opportunity to the trainees to acquaint themselves with the working of the development block and the various programmes taken up there.

D.O. Letter No. CPA/30(11)/56-Prg., dated the 26th July, 1956, from Shri A. Mobin, Deputy Secretary, Community Projects Administration, New Delhi, to the Development Commissioners of all State Governments.

Would you kindly refer to the "Main Recommendations and Conclusions" of the Fifth Development Commissioners' Conference held at Nainital in May, 1956 forwarded with this Administration's letter No. CPA/21(4)/P/56 dated June 9, 1956? The Conference *inter alia* recommended the following measures for promoting the small savings movement in the C.D. and N.E.S. areas :—

(i) "Sub-Committees of Block Advisory Committees may be constituted specially for the small savings movement and suitable non-officials may be coopted to these sub-committees.

(ii) District Savings Committees may be considered to be sub-committees of the District Planning Committees in order that there may be an effective liaison between the savings movement and the planning organisation.

(iii) With a view to facilitate issue of savings certificates, it is necessary that at least one post office savings bank is opened in every block, if not already in existence.

(iv) The Village Level Workers should be given some training either at the Extension Training Centres or through special lectures so that they may explain the aims and objects of the movement to the villagers; and

(v) The audio-visual equipment available in the block could be used for giving publicity to the savings movement.

The following observations were also made in this connections :—

(i) With a view to encouraging the people to save more, the proceeds of the small savings should be used, as far as possible for development work locally and on what people generally consider their own projects.

(ii) Maximum coordination is needed among various Government agencies interested in mopping up of small savings in rural areas, *viz.,* Nationalised Insurance, State Bank of India, Post Office Savings Bank etc.

It was understood that the All India Congress Committee set up a sub-committee on small savings and that the report of the sub-committee would be available soon".

2. I need hardly emphasis the importance of the small savings movement in the context of activities under the Second Five Year Plan. It would be useful to examine whether we can organise a Rural Savings Movement in one block in every district reaching down to every family, in the same way as we want every family to have a plan of development etc. (In this connection kindly see para 9 of the remarks of Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission at the Fourth Development Commissioners' Conference at Simla-copy enclosed herewith) This drive, it is felt will give us useful experience for expanding the savings movement in the Second Five Year Plan period. For rural areas the obvious agency for stimulating the savings movement is the N.E.S. working through (i) Village Panchayats, and (ii) the Village Cooperatives. These bodies can approach every family for such savings as it can make and pool all the amounts collected in a village for investment in National Savings Certificates.

3. I shall be grateful if you would kindly consider the above suggestion and let us know, in due course, the action taken by you in launching the small savings drive in at least one Block in each of the districts in your State. The S.E.O.'s and V.L.Ws. could be used as useful instruments in propagating this activity.

ENCLOSURE

Remarks by Shri V. T. Krishanamachari, Deputy Chairman, Planning Commission, at the Fourth Development Commissioners' Conference at Simla.

Para 9 : To assess the extent to which the movement has brought about a change in the minds of the people, it should be able to give satisfactory answers to the following questions :

(i) Have we given a plan of improvement to every family in the country-side and are we assisting these families to implement their plans? To achieve the target of doubling the production, works of permanent improvement have got to be initiated by every family—for making the optimum use of the irrigation facilities, for consolidation of holdings, for contour-bunding etc. The aim should be increased employment not only in agriculture but also in cottage and small-scale industries etc.

(ii) Is every family made fit to become a member of at least one cooperative society in its own right? The co-operative system should be integrated with the National Extension Service movement. The Conference should consider how this integration should be achieved. An essential point is how the sections of the community which are not represented on co-operative societies because they do not satisfy the tests laid down for creditworthiness can be rehabilitated and made creditworthy. Unless such rehabilitation is achieved, the entire movement will be condemned as benefiting only the well-to-do families in the countryside and cannot become a people's movement in any sense. This point I propose to deal with more in detail later on in my remarks.

(iii) To what extent do the families in a village utilise a portion of their time for voluntary work for the benefit of the community? A fair measure of success has been achieved in this direction both in the National Extension and Community Project areas. There should be intensification of these efforts and the aim should be to have permanent works of public benefit like village forests, improvement of grazing grounds, drinking water wells, roads, school buildings etc.

constructed with people's participation. It should also be emphasized that such works as are constructed should be maintained by the village panchayats.

(iv) Is there an active women and youth movement in the villages? It is most important to bring these into the movement actively. For this purpose, in every Block there must be a woman social organiser and two women village level workers devoting themselves specially to these aspects of the movement.

LETTER NO. CPA/40(60)/56-PRG., DATED THE 6TH AUGUST, 1956, FROM THE COMMUNITY PROJECTS ADMINISTRATION, NEW DELHI, TO THE DEVELOPMENT COMMISSIONRS/DIRECTORS OF COMMUNITY PROJECTS, ALL STATE GOVERNMENTS.

SUBJECT.—*Bharat Sewak Samaj—Cooperation from voluntary organisations.*

The Bharat Sewak Samaj at its convention held in Nizamabad in March, 1956 adopted the following resolution :—

"(9) Effectiveness of the work of the Bharat Sewak Samaj in the rural areas will depend on the extent of collaboration between its organisation and that of the Community Projects and N.E.S. Every effort should be made to enlist the support and co-operation of the Community Projects Administration in its activities and in turn the Bharat Sewak Samaj should give the maximum support and co-operation in the programmes and activities of the Community Projects Administration. These programmes, in the field of public participation should be framed on a common basis. Similarly, efforts should be made to develop collaboration with other official and non-official agencies in other fields".

The role of various non-official voluntary organisations in the development programme and the need for securing co-operation of these organisations has been emphasised in the various seminars and conferences. The Fifth Development Commissioners' Conference held at Nainital also considered the subject and the resolution adopted at the Conference is contained at paras 5 (c) (d) and (e) of the "Main recommendations and conclusions of the Conference".

This Administration would be grateful to know the action taken by the State Government on these resolutions. It is hoped every effort is being made by the official machinery at this Project/Block level to give adequate representation to the non-official organisation like the Bharat Sewak Samaj to ensure their participation.

Letter No. MCD/16/56-PP, dated the 7th November, 1956, from the Government of India, Ministry of Community Development (C.P.A.), New Delhi, to the Development Commissioners/Directors of Community Projects, all State Governments & Centrally administered units.

Subject.—*Maintenance of Village Level Workers' records.*

At the Administrative Intelligence Seminar held in Calcutta in March, 1956, it was agreed that the "Village" forms (Forms V-I to V-II of the Draft Manual of Village Workers' Records prepared by the Programme Evaluation Organisation) should be maintained by all V.L.Ws. Item II of the Summary of points and main recommendations and conclusions of the Seminar forwarded to the State Governments with this Ministry's letter No. CPA/51/-PPB, dated the 26th April, 1956, refers. The recommendations were endorsed by the Fifth Development Commissioners' Conference held at Naini Tal in May, 1956.

2. A number of instances have recently come to the notice of this Ministry where the V.L.Ws concerned were not maintaining their records in a systematic manner. The following observations in Section VI of the Evaluation Report, April, 1956, are important :

> 'The status of maintenance of records in many areas at present is not even sufficient for securing purely administrative ends. The daily diary of the Gram Sevak and a monthly progress report are the basic records maintained in most projects. But in some instances even the proformas for the Gram Sevaks diary are not prescribed, so that there can be no uniformity in maintenance of this diary. However, the main defect is lack of regular and thorough check of the records maintained by the supervisory officers. Tendencies like exageration of accomplishments by Gram Sevaks, which have been noticed in some projects, can only exist in the absence of adequate checking. Another difficulty is that in case of some activities the concepts are not properly defined and the methods of recording accomplishments are not uniform. This difficulty is particularly marked in measurement of public participation, but is not confined to it. Carefully defined standards should be prescribed as the basis of recording so that the significance of a particular figure is uniform everywhere and is understood as such. Without accurate recording and meticulous checking at the field level no amount of work at higher levels can give reliable data on the progress of the programme".

It is accordingly requested that this matter may please be looked into with a view to ensuring that necessary records are being maintained properly by the V.L.Ws.

LETTER NO. MCD/30(11)/56-PRG., DATED THE 21ST DECEMBER, 1956, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS (ALL STATE GOVERNMENTS).

SUBJECT.—*Assistance of Community Projects Administration for the development of Small-Savings Scheme in rural areas.*

In continuation of Shri A. Mobin's demi-official letter No. CPA/30 (11)/56-Prg. dated the 26th July, 1956, I forward (on reverse) a copy of National Savings Commissioner, Simla's letter No. 3513/50 (5)-SSS/55 dated the 16th November, 1956, for your information and necessary action. A copy of the instructions issued in this connection may please be forwarded to this Ministry in due course.

ENCLOSURE

Copy of letter No. 3513/50 (5)-SSS/55, *dated the* 16*th November,* 1956, *from the National Savings Commissioner, Simla-3, to the Ministry of Community Development, New Delhi.*

SUBJECT.—*Assistance of Community Projects Administration for the development of Small-Savings Scheme in rural areas.*

At a Tea Party given in Delhi on 8-10-1956 by the Minister for Revenue and Defence Expenditure to the members, Central Advisory Committee, Women's Savings Compaign, Shri S. K. Dey, Minister for Community Projects and National Extension Services suggested to us that tour programmes of our District Organisers should be sent as a regular measure to workers of the Community Project Administration in each district, and that arrangements should be made likewise for the workers of the Administration in each district to send their tour programmes to our District Organisers.

2. We have issued instructions to our Regional National Savings Officers to ensure that our District Organisers send their tour programme to workers of the Community Project Administration in the districts regularly. The workers of Community Projects Administration may now kindly be requested under intimation to this office to send their tour programmes to our District Organisers, whose addresses will be furnished to the Community Project Department of the States direct by our Regional National Savings Officers.

LETTER NO. MCD/10(1)/P/57, DATED THE 29TH JANUARY, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Committee on Plan Projects—Constitution of a team for the study of Community Projects and N.E.S.*

Composition and Functions of the Committee on Plan Projects.

The Committee on Plan Projects set up by the Government of India to achieve economy and efficiency in the implementation of the Second Plan has decided to constitute a team for the study of Community Projects and National Extension Service Programme. The composition of the team is as follows :—

(1) Shri Balvantray G. Mehta, M.P.	Leader
(2) Dr. S. D. Sharma, Minister Madhya Pradesh.	Member
(3) Thakur Phool Singh, Deputy Minister, Uttar Pradesh.	Member
(4) Shri B. G. Rao, I.C.S. formerly Chief Secretary, Government of Madhya Bharat.	Member
(5) One more member has still to be appointed.	

2. The terms of Reference of the Team are contained in a Memorandum issued on the subject by the Committee in Plan Projects to the Leader of the Team, a copy of which is enclosed for information.

3. It is requested that the Team may kindly be extended fullest co-operation and provided with all necessary facilities for undertaking their studies. The Team will correspond directly with the State Governments for obtaining all requisite information/documents and for arranging its tour programmes etc.

The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Memorandum from the Committee on Plan Projects to the Leader of the Team for the Study of Community Projects and National Extension Service.

Composition and Functions of the Committee on Plan Projects.

The composition and the functions of the Committee on Plan Projects are described in* Office Memorandum letter No. PC(CDN) 23/56, dated the 20th September, 1956, of the Planning Commission, a copy of which forms Annexure I Composition and function of the Committee on Plan Projects to this Memorandum.

*Not printed.

2. The Committee on Plan Projects consists of following members for Agriculture and Community Development Sector of the Second Five Year Plan :—

Chairman

Shri Govind Ballabh Pant, Union Minister for Home Affairs.

Members.

Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.

Shri T. T. Krishnamachari, Union Minister for Finance.

Shri Gulzarilal Nanda, Union Minister for Irrigation and Power and Planning.

Shri Ajit Prasad Jain, Union Minister for Food & Agriculture.

Dr. Sampurnanand, Chief Minister, U.P.

Shri Y. B. Chavan, Chief Minister, Bombay.

Secretary

Shri Indarjit Singh, Joint Secretary (Economy) Union Ministry of Finance.

Terms of Reference of the Team

3. The Team should study Community Projects and National Extension Service with a view to economy and efficiency with specific reference to the following aspects :

(i) Content of the programme and the priorities assigned to different fields of activity within it.

(ii) Arrangements for the execution of the programme with special reference to

(a) intensification of activities in the sphers of agricultural production.

(b) Co-ordination between

(i) different Ministries/Departments at the Centre

(ii) the Centre and the States

(iii) different agencies within the Community Development Projects Administration and other State Government organisations and departments.

(c) organisational structure and methods of work with a view to securing a greater speed in the despatch of business.

(iii) Assessment of the requirements of personnel for Community Project and National Extension Service and examination of existing training facilities in order to meet the growing re-

quirements of personnel for extending the coverage of the programme.

(iv) Assessment of the extent to which the movement has succeeded in utilising local initiative and in creating institutions of durable strength and leadership to ensure continuity in the process of improving economic and social conditions in rural areas.

(v) A review of the methods adopted for reporting upon the results attained by the Community Projects and National Extension Service.

(vi) Any other recommendation that the Team may like to make in order to ensure economy and efficiency in the working of the Community Projects and National Extension Service.

Advisers to the Team

4. Shri M. S. Sivaraman, I.C.S., Madras, who has joined as Adviser to the Planning Commission, will act as Adviser on Agricultural Production to the Team. It will also be assisted by Shri J. V. A. Nehemiah at present Secretary, I.C.A.R., in matters relating to extension of agricultural research to the villages. Both these officers will be at the disposal of the Team on a part time basis.

It is suggested that the Term should associate with its work, as far as practicable, competent non-officials familiar with the areas in which the projects are situated.

Period of study

5. The period of study should be about six months. The Team will, however, have the discretion to send in reports at shorter intervals of time on specific questions if it is consisted necessary and feasible.

Procedural Matters

6. (i) The practical nature of the study should be fully borne in mind. The endeavour should be to reach agreed solutions on changes in design, procedure and methods of work with the project authorities/State Governments/Central Ministries concerned.

(ii) The Team is *not* a Commission of Enquiry. Structured questionnaire and formal examination of witnesses may be avoided as far as practicable. The data should be gathered as a result of personal investigations by the members of the Team assisted by such staff as may be necessary. In this connection attention of the Team is invited to the correspondence exchanged between the Chief Minister, U.P., and the Chairman, Committee on Plan Projects, copies of which are contained in Annexure II.*

*Not printed.

(iii) The purpose of appointing the Team is to stimulate thinking at all levels of the working of the projects for purposes of ensuring economy and efficiency. It will perhaps be a useful procedure, in this context, to associate field workers with the actual conduct of investigation so as to give them a sense of participation in the work of the Team. This will assist in the training of the field workers as well as facilitate the compilation of the necessary data.

(iv) The broad procedure for the work of the Team, as laid down by the National Development Council, is contained in paragraph 6 of Annexure I to the Directive. The purpose of the procedure prescribed, as it will be readily appreciated, is that an endeavour should be made to reach agreement, as far as possible, on all points with State Governments/Central Ministries concerned. The report of the Team should, therefore, be a brief documents in four parts :

(a) Points on which agreement has been reached with the project authorities/State Governments/Central Ministries.

(b) Points on which agreement could not be reached along with a brief statement of the opposing views.

(c) Points which require further detailed examination.

(d) The financial effect of the suggestions made at (a) and (b) above.

(v) In order to instil confidence in the field staff that the Team has been appointed to assist them to improve upon their existing record of work and not to criticise them, the following points may be kept in mind :

(a) The Team should *not* give the impression that it is meant to secure super financial control of the type usually attributed, rightly or wrongly, to the Financial and Audit organisations of Government.

(b) It should *not* interfere with the sense of responsibility of those on whom the primary load for the execution of the projects or schemes rests. In fact, it should tend to re-inforce their initiative by a real helpful attitude.

(c) It should *not* give the impression that it is carrying out improvements. On the other hand, even at the risk, of sacrificing its genuine achievements, it should make it appear that improvements stem from within the organization of the project.

Assistance from the Programme Evaluation Organisation.

7. The Planning Commission has agreed that the Programme Evaluation Organisation should be closely associated with the work of the Team and should provide the necessary technical personnel for it. It

has also been agreed that the Programme Evaluation Organisation may be temporarily strengthened for this purpose.

Headquarters of the Team

8. The headquarters of the Team will be at New Delhi.

Miscellaneous

9. A copy of the note prepared for the Committee on Plan Projects, detailing the background regarding the evolution of its Terms of Reference, composition and methods of investigation, is enclosed as Annexure III* for information.

LETTER NO. MCD/21(1)57/PP, DATED THE 28TH MARCH, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO ALL THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, (ALL STATE GOVERNMENTS/UNION TERRITORIES).

SUBJECT.—*Recommendations/conclusions in Part IV of the Report of the Estimates Committee of Lok Sabha for the year 1956-57, relating to the Ministry of Community Development—Administrative Intelligence.*

I enclose extracts of recommendations/conclusions in Part IV of the Report of the Estimates Committee of the Lok Sabha regarding Administrative Intelligence. The State Governments may kindly take necessary action in respect of these recommendations and keep the Ministry informed of the action taken.

Copy to Heads of Economic and Statistical Bureaus, All State Governments and Union Territories.

ENCLOSURE

Extracts of recommendations/conclusions in Part IV of the Report of the Estimates Committee of Lok Sabha for the year 1956-57 relating to the Ministry of Community Development—Administrative Intelligence.

Sl. No. 30.—The Committee suggest that some of the officials of the Programme and Planning Branch attached to the Headquarters, should occasionally visit the Statistical Offices in various States to see that statistics are being compiled according to the instructions laid down. Similarly, the officials of the Statistical Offices in the States should check and supervise the statistics compiled by the V.L.Ws. to ensure accuracy.

Sl. No. 31.—The Committee regret to note that the suggestion of C.P.A. to State Governments, that the latter should undertake a survey of the project areas as a first step to the formulation of actual schemes

*Not printed.

of Community Development has not been implemented fully by all the State Governments. The Committee suggest that special efforts should be made for the implementation of this suggestion by all the State Governments at a very early date.

Sl. No. 34.—The Committee feel that it is essential that the various records and reports prepared by V.L.Ws. are properly scrutinised, analysed and tabulated at appropriate levels.

Sl. No. 36.—The Committee find that the annual reports of the Community Projects Administration are very sketchy and do not give sufficient detailed information. They recommended that the annual reports should henceforth follow the pattern of the revised proforma for the Quarterly Progress Reports. Similarly it would prove useful as well as informative if each State Government compiles figures on various items of work block-wise, indicating the district in which the block is situated.

LETTER No. 108(28)/57-PRG., DATED THE 16TH MAY, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS.

SUBJECT.—*Bharat Sewak Samaj—facilities for the storage of tools and equipment.*

Planning Commission have recently given a grant-in-aid of Rs. 4,80,000 to the Bharat Sewak Samaj for purchasing tools and equipment required for training centres and other camps run by them and other voluntary organisations.

The tools and equipment would be available for use not only to the Bharat Sewak Samaj but also to the C. P. authorities and other voluntary organisations in the field.

It is requested that necessary instructions may kindly be issued for the storage of these tools and equipments at the Block Headquarters under the charge of the Block Development Officer.

LETTER No. 21(6)/57-PC, DATED THE 11TH JUNE, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Meeting of the State Development Commissioners held on the 5th June, 1957, in Parliament House, New Delhi.*

I enclose a copy of the minutes of the meeting of the State Development Commissioners held in New Delhi on the 5th June, 1957.

2. Paras 1, 3, 4, 5, 6 (i), 6(ii), 6(iv), 6(vii) and 8 of the minutes call for action on the part of the State Governments, which it is requested may kindly be initiated and the recommendations implemented as early as possible under intimation to this Ministry.

3. A copy of the D. O. letter No. 4 (8)/57-PC dated the 6th June, 1957, from Shri B. R. Tandan to the members of the Informal Consulative Committee, is also enclosed for information and necessary action with reference to para 6(iii) of the minutes.

ENCLOSURE 1

Summary Record of the Meeting of the State Development Commissioners held on 5-6-1957, *in Room No.* 63 *Parliament House, New Delhi.*

Initiating the discussions, Minister (Community Development) observed that the "Main Recommendations and Conclusions" of the Mussoorie Conference had recently been discussed at a Meeting of the Central Committee held on 22nd May, 1957 and also by the Informal Consultative Committee of M.Ps. held on 29th May, 1957.

In regard to the Informal Consulative Committee, Minister stated that the Members had expressed a desire to visit the Community Project areas to make an on the spot study of how the programme was being implemented, so as to be able to suggest measures which, in their opinion, were necessary to increase the efficiency of the programme. He felt that it was a correct approach and that it was necessary to provide the M.Ps with adequate opportunities to acquire closer knowledge of the programme. He requested the Development Commissioners to give them full facilities for this purpose. Minister also mentioned that it had been agreed to have a full day's debate on the Recommendations of the Mussoorie Conference and the Fourth Evaluation Report in the next Session of Parliament. It was therefore imperative that visits of M.Ps. to the project areas should be arranged before the commencement of the next Parliament Session.

2. In the field of cottage industries, Minister observed that necessary coordination with the Ministry of Commerce and Industry had been established through the constitution of a Coordination Committee for small Industries, which would absorb the existing Action Committee and would decide the policy and issue directions on all important questions. Coordination with the Central Social Board had also been effected and the pattern of expenditure finalised. Similar arrangements were now being considered in other fields *e.g.*, health, education etc.

3. Reviewing the programme the Minister observed that it was suffering from lack of field supervision both on the administrative and technical side. He emphasised that the Technical Heads of Departments should meet and discuss regularly with the Block Development Officers and other field staff their problems and difficulties and suggest concrete solutions.

4. (i) Referring to the need for holding village camps in order to provide training and orientation to the village leaders, Minister felt it necessary that a Manual on the subject be prepared, based on the experiences gained by the Development Commissioners. He suggested therefore that necessary material be sent to the Ministry of Community Development by Development Commissioners by the end of June, 1957.

(ii) Minister also observed that in a programme of this unique nature the pooling of experiences was of fundamental importance. In the Ministry of Community Development there was a system of issuing a fortnightly Information Summary indicating important activities during the period. State Governments might also consider issuing such Summaries every month. Copies of the Summaries be also furnished to the Ministry of Community Development as well as to Editor, Kurukshetra.

(iii) In regard to the proposed Central Institute of Community Development, Minister referred to the difficulties due to the lack of availability of suitable buildings in Delhi, and location of the Institute at some other suitable place where buildings were available was under consideration. He, however, was planning to start the Institute in Delhi some time in October next on a make-shift basis by providing residential accommodation in the Government Hotel on Janpath. He proposed to ask Development Commissioners by rotation to function as Principal for each course, and to draw upon the services of one or two Lecturers from the Delhi University, or other institutions.

(iv) He also informed the meeting that the Annual Conference of Development Commissioners will, in future, be called the "National Conference on Community Development". In addition there will be a Staff Conference of Development Commissioners about six months after the Annual Conference on Community Development.

5. Secretary (Community Development) reminded Development Commissioners about the circular issued by the Ministry on 24th May, 1957 in regard to a proposal to send abroad about 30 candidates for training in Minor Irrigation, Evaluation, Audio-visual aid and Research Methodology. In view of the urgency of the matter Development Commissioners were requested to send their replies by 15th June, 1957.

6. After some discussion, the following conclusions were reached :—

(i) State Governments will expedite nomination of their representatives on the State Social Welfare Board who would formulate the programme in consultation with the Project Implementation Committees after undertaking visits to the projects areas concerned. The expenditure pattern including the contributions of the Central Social Welfare Board Community Development Block budget and the State Governments, which had already been finalised, will be followed.

(ii) Heads of Departments should be delegated powers, financial technical and administrative, on the same scale as are enjoyed by the Development Commissioner, and they should in turn delegate adequate powers to their subordinate staff at the district and block level.

(iii) Secretary, Ministry of Community Development, will write a letter to the Members of the Informal Consultative Committee, asking them to inform the Development Commissioners direct about the period when they would be free to undertake visits to block areas.

(iv) The suggestion for issue of a monthly summary on important activities by Development Commissioners was agreed to.

(v) The proposal for starting a Central Institute of Community Development on the temporary basis indicated by Ministry of Community Development was generally agreed to. At the same time, efforts would be made to locate the Institute at a suitable place where permanent building accommodation was available.

(vi) Meeting of the National Conference on Community Development and Staff Conference of Development Commissioners will be held once a year in April and October respectively.

(vii) The proposal for the publication of an annual report by all State Governments on the lines of the annual report of the Ministry of Community Development for Parliament was accepted. Copies of these reports will be supplied to the Ministry of Community Development as and when issued. It was also agreed that copies of the Ministry's report for 1956-57 will be circulated to all State Governments, after supplying copies to Parliament.

(viii) The manual on Social Education would be reprinted and copies supplied to the Development Commissioners for distribution especially to all Training Centres.

7. *Question of the inadequacy of N.E.S. Schematic budget provision to meet the cost of the prescribed staff.*—Almost all Development Commissioners who spoke on the subject pointed out the inadequacy of the Schematic budget provision of Rs. 1 lakh to meet the cost of the staff according to the prescribed pattern, and stated that the assumption that ¼th of the staff already existed was not factually correct. It was also pointed out that although the provision of 2 additional members of the staff viz., Progress Assistant and Cashier, had been made in the Staffing pattern of the revised budget for the Second Five Year Plan, no corresponding increase in funds was made in the budget. There was, accordingly, a strong case for reviewing the block budgetary pattern. After consultation with Shri K. L. Ghei, Joint Secretary, Ministry of Finance, it was agreed that the facts would have to be examined with reference to the position obtaining in each State, and that the Development Commissioner would furnish detailed information, in a proforma which will be issued by the Ministry of Community Development.

The Conference also reiterated the recommendation of the Mussoorie Conference that the practice of financing the cost of the Supervisory Staff at the State/District or Sub-Divisional level, from the block budget was objectionable in principle and should be stopped, wherever it was prevalent.

8. *Procedure for further action on the recommendations of the Sixth Development Commissioners' Conference at Mussoorie in April, 1957.*—The procedure for implementation of the Conference Recommendations as suggested in the Agenda Note was agreed to.

9. *Setting up of Evaluation Cells at State Headquarters.*—Minister for Community Development briefly indicated the idea underlying the proposal and requested Dr. Rao to explain it further.

Dr. V. K. R. V. Rao, felt that evaluation in about 17 blocks, which the Programme Evaluation Organisation was doing at present, could not meet the requirements of the Community Development Programme in view of the increasing number of blocks being allotted from time to time. He suggested that an Evaluation Cell be set up at each State Headquarters and about three blocks be taken up for evaluation in each State. He wished to know whether the Cell would work more efficiently as a Section of the Development Commissioners' Organisation itself, or as an independent unit under the Programme Evaluation Organisation at the Centre, though physically located in the Development Commissioner's Office at State Headquarters. If the cell was to work as an independent State Evaluation Organisation (under the Programme Evaluation Organisation), it could work efficiently, if the State Governments could provide assistance to it in two ways :—

(i) Necessary Statistical records maintained by the State Statistical Bureau, District Statistical Office and the Progress Assistant at Block Headquarters, are made available to the Evaluation Cell, as and when required.

(ii) As it was very difficult to recruit suitable technical personnel, and it was likely that the number of enquiries would increase, it was essential that the State Governments loan out to the Evaluation Cell the services of their investigators already working in some Government Departments.

Given the basic nucleus staff, Dr. Rao felt that the Evaluation Organisation would then be in a position to undertake other evaluation projects also, which the State Government might like to entrust to them.

For the efficient working of the Organisation, Dr. Rao suggested that an Advisory Committee consisting of university professors, prominent persons in public life, and departmental officers could be constituted. This Committee may meet every three months.

Minister for Community Development stressed that the State Evaluation Cell should be an independent organisation working directly under the P.E.O., but physically located in the office of the State Development Commissioner. The Evaluation Cell will have at their disposal all the data maintained in the office of the Development Commissioner and at lower levels. He remarked that the P.E.O., was working in close touch with the Progress Division of the Ministry of Community Development and all data in the Ministry was at the disposal of the Programme Evaluation Organisation. The two organisations at the State level could also function in a similar manner. The idea was welcomed by Development Commissioners, who promised their full cooperation.

Shri Narasimham (Andhra Pradesh) emphasised that the number of blocks selected for the purposes of evaluation should be at least 5 per cent of the number of blocks in each State. By way of illustration, he explained that there were three different regions in Andhra Pradesh and that different series of blocks were running in each region. He was not sure how three blocks could provide a representative sample for purposes of evaluation, as suggested by Dr. Rao. Shri N. E. S. Raghvachari (Madras) felt that even with 5 per cent it would not be possible to get a representative sample. Dr. Rao felt that a compromise could be struck in view of these difficulties. It was finally agreed that after the evaluation officers had worked in a set of three blocks in one year they would undertake evaluation in three more blocks in each following year, while continuing evaluation undertaken in the earlier set of blocks.

Dr. Rao agreed to work out the proposal further in the light of the views expressed by the Development Commissioners.

ENCLOSURE

Demi-Official letter No. 4(8)/57-PC, dated the 6th June 1957, from Shri B. R. Tandan, Secretary, Ministry of Community Development to the Members of Central Informal Consultative Committee of Parliament.

You will recollect that it was agreed at the meeting held on the 29th May, 1957, that the question of the Members of the Informal Consultative Committee visiting N.E.S. and C.D. blocks in their States would be taken up with the Development Commissioners. Minister (C.D.) had an opportunity of talking this over with the Development Commissioners yesterday. Development Commissioners will be glad to arrange for your visit to C.D. and N.E.S. blocks and will be grateful if you can give them two weeks' notice. May I request you, therefore, to write to them direct intimating the areas which you would like to visit and the time most convenient to you for the purpose.

A list of names and addresses of the Development Commissioners is enclosed*.

LETTER NO. 16(15)/PP, DATED THE 17TH JUNE, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/DIRECTORS OF COMMUNITY PROJECTS, ALL STATE GOVERNMENTS/UNION ADMINISTRATIONS.

SUBJECT.—*Main recommendations and conclusions of the Sixth Development Commissioners' Conference held in Mussoorie—Administrative Intelligence.*

Please refer to this Ministry's letter No. 16 (5)/57-PP dated May 17 1957 forwarding a copy of the 'Main Recommendations and conclusions' of the Sixth Development Commissioners' Conference held in Mussoorie during April 26-30, 1957. Recommendations in regard to Administrative Intelligence are reproduced below :—

(i) *Progress Reports :*

"It was suggested that report on the progress of the programme be prepared and forwarded to the Ministry of Community Development half-yearly, instead of every quarter. The progress reports in respect of post-intensive blocks may also be prepared in the same proforma for C.D. and N.E.S. blocks".

*Not printed.

(ii) *Key Indicators of Progress* :

"The word 'Key' may be deleted from the term 'Key Indicators of Progress'. Two lists showing the 'Indicators of Progress', which may be adopted for six-monthly and annual reporting are given in Appendises* I and II, respectively. Uniform concepts and definitions should be evolved for reporting progress under important items, and detailed instructions be issued by the Ministry of Community Development to States".

(iii) *Basis of Assessment* :

"It was agreed that assessment of physical achievements and people's contribution should hereafter be made in terms of '*per block*' instead of 'per 1000 persons'.".

(iv) *Supervision of the work of Block-level-Progress Assistants* :

"Where District Statistical Officers have been appointed State Governments concerned should examine the possibility of utilising them for the technical supervision of statistical staff in blocks".

(v) *Sample Surveys* :

"It would be very useful if State Governments could conduct surveys for collecting information to assess improvement in 'levels of living, in the C.D. and N.E.S. Blocks".

2. The recommendation of the Conference in regard to substitution of quarterly reports by six monthly reports, as referred to in para 1 (i) above, has been carefully reviewed in this Ministry and for the reasons given below, it has not been possible to agree to any change, for the present in the periodicity of these progress reports, which would therefore continue to be prepared and submitted quarterly as heretofore.

(i) The progress data will have to be collected by the Gram Sevaks and at the Block Headquarters on a monthy basis regardless of the periodicity of its submission to this Ministry. This is essential as the programme is spreading fast, admittedly faster than our resources of direct supervision. This applies as much to the State organisation as it does to this Ministry especially in relation to supervision from the Centre from the point of view of the overall programme with all its administrative implications.

(ii) As things stand today, the consolidated final reports giving comparative figures of performances between States are coming out about six months after the event. If the reports are received in this Ministry six-monthly instead of quarterly, it would mean a gap of one year before we would know where we stand in regard to the programme in any State. This is all the more so because, as mentioned in Sub-para (i) above, we do not yet have the field administrative staff

*Not printed.

nor are we properly organised to keep in close touch with what is happening in the blocks in every State.

(iii) This Ministry has promised to keep the Central Commitee informed of the progress of the programme at the quarterly meetings of the Central Committee.

(iv) The submission of quarterly reports will not mean much extra work on the part of the States.

3. I am enclosing two revised proformae.*

(i) Proforma I—for consolidated progress reports for post-intensive/Community Development/N.E.S. blocks, and (ii) proforma II for detailed block-wise reports based on appendices I and II mentioned in para 1 (ii) above. Quarterly progress Reports may henceforth be forwarded to this Ministry in the revised proforma I. The State Governments may also forward one set of reports relating to performance in individual blocks as per proforma II, which will be transmitted to the P.E.O. for random checking by them as has been agreed to between the P.E.O. and this Ministry. The first Quarterly Progress Report in the revised proforma will relate to the period ending September 30, 1957.

4. Action taken to implement the recommendations given in the above paragraphs, in so far as the State Governments are concerned, may kindly be intimated to this Ministry.

LETTER No. 27(10)/57/PRG., DATED JULY 23, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Small Savings—association of the block staff in the small savings movement.*

In order to promote small savings movement on an intensive scale and associate the block staff with this work, a number of circulars Nos. 30 (11)/56-PRG dated 26-7-1956, No. 30 (11)/56-PRG dated the 21-12-1956 and No. 30(11)/56-PRG, dated the 19-2-1957 have been issued by this Ministry.

It is recognised that the already heavy work load of the staff of the development blocks may not permit them to devote much time to small savings without prejudice to their own work. They should, however, endeavour to give support to this movement to the extent possible and consistent with the efficient discharge of their own duties.

*Not printed.

For an implementation of this objective the following measures are recommended in consultation with the National Savings Commissioner :—

(1) A Sub-Committee consisting of active members may be formed out of the Block Advisory Committee for promoting small savings. The Social Education Organiser of the Block may function as its Secretary. This Sub-Commitee should hold regular meetings once a month to review the progress and fix targets for the block, devise necessary steps to popularise the movement and recommend suitable persons for appointment as agents on a commission basis, to promote small savings. The Regional National Saving Officer may be informed of the formation of the committees from time to time.

(2) The District Planning and Development Committee should also be actively associated with the small savings movement and may supervise the work done by the Block Sub-Committees. The District Organizer of the Small Savings may be associated with the District Planning and Development Committee whenever topics relating to small savings are discussed.

(3) The National Savings Commissioner would be bringing out suitable publications which would be helpful to the Village Level Workers for popularising the scheme in the rural areas.

(4) The Social Education Organisers will help the Small Savings Movement by doing publicity with the materials to be furnished by the National Savings Organization. The District Organizers would be maintaining active liaison with the Social Education Organisers in this connection.

(5) State Governments may call for quarterly progress reports on National Savings from the blocks. A copy thereof may be endorsed to the Regional National Savings Officer concerned.

(6) Two to Four Pilot Projects in each State depending upon the size of the State may be established in selected development blocks for an intensive drive in small savings for which purpose special staff will be provided by the National Small Savings Organisation to work with the Block Staff.

(7) Outstanding work done in the development blocks in connection with the National Savings Scheme will be given publicity in *Kurukshetra* and for this purpose suitable material may be made available to its editor.

(8) Rewards and prizes which are at present being given in cash or kind may hereafter be given in the shape of National Plan Savings Certificates.

Suitable instructions may kindly be issued to the block staff in this connection under intimation to this Ministry.

LETTER No. 21(9)/57-PC, DATED AUGUST 10, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Fourth Evaluation Report of the Programme Evaluation Organisation—Consideration by the National Development Council in the Meetings, held on 3/4 June, 1957.*

The Fourth Evaluation Report of the Programme Evaluation Organisation on Community Projects and National Extension Service was considered by the National Development Council at its ninth meeting held on the 3rd and 4th June, 1957. Relevant extracts from the proceedings are enclosed. It is requested that copies be circulated to all key workers on the programme.

ENCLOSURE

Fourth Report of the Programme Evaluation Organisation on Community Projects and National Extension Service.

102. Dr. V. K. R. V. RAO referred to the suggestion regarding the desirability of reviewing the contents of the community projects and national extension service programme. There were many categories of activities under the programme and a large number of items under each category. When the resources in terms of funds, personnel or technical skill were exceedingly limited, energies would be dissipitated if they were spread over a large number of items. A suggestion has been made, therefore, that instead of concentrating on so many items, only a few important items need be taken up during the second plan period and the rest might be taken up in the Third Plan. So far as the Second Plan was concerned, it was obvious that priority should be accorded to production, both agricultural and industrial. It was clear that for the next two or three years, an all out effort had to be made in the country to increase production of food and the output of cottage and small scale industries. Dr. Rao added that agriculture was the main field where popular participation, non-official leadership, administrative efficiency and enthusiasm could be effectively utilised. A good deal of

emphasis should be laid on manurial items, agricultural techniques and improved seeds. The farmers could grow green manure on the borders of the fields so that there was no waste of land. The scheme did not cost a great deal of money, but involved a little organisation, enthusiasm and energy. As regards improved seeds, Dr. Rao referred to the suggestions contained in the Planning Commission's supplementary paper on targets of agricultural production.

103. Dr. Rao said that the whole object of the national extension service and community project programme was to bring about a revolution in the country, a change in the attitude of the people which would initiate a process which would be self-accelerating. It was, therefore, important that action should be cooperative rather than individual. The Programme Evaluation Organisation felt that enough attention was not being paid to the use of either the panchayat or the cooperatives for the purpose of the village programme. It would be somewhat troublesome to make use of the cooperatives and the panchayats and to activise and enthuse them, but it was only by such a process that economic development of the type expected could be brought about in the rural areas.

104. Dr. Rao said that another point made in the Report was that the national extension service did not have sufficient material resources to bring about a fundamental change in the countryside. A N.E.S. block had only Rs. 4 lakhs for 3 years. The National Extension Service was only an agency for ascertaining local requirements, eliciting local cooperation, communicating Government's ideas to the villagers and the ideas of the villagers to the Government and thereby bring about cooperation between the administration and the people. He suggested that all the development budget for each year for education, health, drinking water and irrigation should be treated as the budget for the National Extension Service and the budget should be broken up under these heads. Such administrative use of the National Extension Service would bring about a fundamental change in concept.

105. Dr. Rao said that if the panchayats were to be utilised, it was obvious that their financial resources should be improved. It was also important that there should be more education amongst the people in the principles of cooperation. Dr. Rao also suggested that the village workers and block officers should not be merely agency for rural development but missionaries for the concept of planning. In order to achieve economic success it was necessary for the people of the countryside to know that planning meant priority; and that it meant postponing the less desirable things against the more desirable. He suggested that the National Extension Service should be used for the purpose of creating in the countryside a proper understanding of planning.

106. The Minister for Community Development (Shri S. K. Dey) said that some of the shortcomings of the programme which had been pointed out were unavoidable. The programme had been under the charge of the Chief Ministers of the States and they had supported the programme in an abundant measure. The programme was suffering from various disabilities and unless certain vital decisions regarding the attitude on certain strategic problems were taken, the next Evaluation Report might be more frightening. When the programme was begun, funds were provided and the departments were required to work together so as to build a community of the people. It was the making of the community which was more important than the community centre.

107. Shri Dey said that the burden of the programme was borne by the Development Commissioners in the past five years. It was possible for them to run this programme single-handed while it was limited to a few blocks in the State. The programme had now taken over virtually two-fifths of the population and by the end of the year would cover half the population. It was not possible for any Development Commissioner or any organisation to be a substitute for a whole Government. In spite of the decisions taken at the various meetings of the Development Commissioners and in spite of the various circulars, the Departments in the States did not treat the programme as their own and participate in it in that spirit. Shri Dey pointed out that the block should be treated as a funnel through which all the resources of the Government for development work should flow to the people.

108. It had been pointed out that it was possible to cover all the villages with the same intensity. Shri Dey said that even by multiplying the strength of gram sevaks five times, it would not be possible to cover all the villages with the same intensity for the simple reason that all the villages were not equally developed. Moreover, the Government agencies with the best of intentions could not be a substitute for organised social and political consciousness in the people. It was, therefore, necessary to build institutions of people also to bring the people's representatives in the Parliament, in the State Legislatures and in the district boards down to the people and see that they participated in creating political and social consciousness in the people. The members of the Informal Consultative Committee in the Parliament for the Ministry of Community Development had agreed to go into the projects, spend a number of days in acquainting themselves with the work and advising the Ministry and the workers on the ground. The State Government had also been requested to create consultative committees of Members of the State Legislatures. It was necessary to give these Members the fullest opportunity to study things at the ground level and participate in the programme with the people. It was also necessary

to make the project and block Advisory Committees as effective as possible for the planning and implementation of the programme.

109. Shri Dey said that last year it was decided that regardless of the risk involved, an attempt should be made to incur expenditure not through the Government agencies but to the maximum extent through the panchayats, perhaps the Government apparatus might do the work more thoroughly than the people's organisations. But in order to achieve the objective of building up a self-reliant community, a certain amount of loss involved in entrusting the works to the people would ultimately be a good investment.

110. Shri Dey said that the conclusions and recommendations of the Development Commissioners' Conference had been discussed with Central Ministries and steps had been taken to bring about the necessary coordination of the policy. The Central Ministries concerned would issue suitable instructions to their counterparts in the States on the lines agreed at the Mussoorie Conference. Similar action should be taken at the State level and also at the district and village level.

111. Shri Dey emphasised that it was too much to expect the Development Commissioners through one or two deputies to go around the countryside and supervise the programme in all its aspects. It was necessary for the Heads of Departments in the States to go down to the districts and see how the programme was moving and how the District Officers were working. It was not possible for the technical officers of the district at lower levels to concentrate on their work in the field unless they received guidance from the heads of Departments at the State headquarters. Shri Dey said that the Development Commissioners had an opportunity of discussing all these subjects with their associates in the technical departments. The Ministry of Community Development had also emphasised the importance of the production programme, agriculture, animal husbandry, irrigation and village industries and along with it cooperation and panchayats. These productive programmes could not be implemented unless there was proper pooling up of the technical departments. In the field of agriculture, there was some technical knowledge amongst the agriculturists and even in the departments, but such knowledge was lacking in the field of village industries. The Ministries dealing within industries and with cooperation were attempting to establish effective agencies in the States. Concluding his observations Shri Dey requested the State Governments to lay special emphasis on the two principles, viz., the block being the administrative unit and the extension agency being the only vehicle through which all assistance should flow to the people.

114. The CHAIRMAN said that they must all agree with most of what Dr. Rao had said. It was obvious that they should concentrate on certain aspects of the work, production of food grains, small

scale industries, cottage industries etc. The second aspect was also important, namely, the development of local initiative through panchayats, cooperative etc. In the early stage of the Community Projects movement, it was necessary to do something which would interest the people and which would draw them out and arouse their interest.

115. The Chairman emphasised the point made by Shri Dey that it was unreal to expect the best of the officers to deal with the entire rural population. Therefore, the goodness of an officer should not lie in what he did but what he could make the people do. The Chairman said that he was glad that the Programme Evaluation Committee had gone into these matters and drawn attention to a number of failings. At the same time it should be remembered that the Community development schemes started only on the 2nd October, 1952. In this short period of less than five years the programme had spread and the results, in spite of the deficiencies pointed out, were just amazing. As the movement spread, more problems and more difficulties might be coming but the people should be made to solve them. Otherwise there was the danger of being crushed by the weight of the hopes and enthusiasm raised in the people.

LETTER NO. 21(9)/57-PC, DATED AUGUST 27, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Fourth Evaluation Report of the Programme Evaluation Organisation—Consideration by the National Development Council in the Meetings held on 3/4 June, 1957.*

Will you please refer to this Ministry's letter of even number dated the 10th August, 1957, with which extracts from the proceedings of 9th meeting of the National Development Council were forwarded? One of the most important conclusions arrived at by the Council is that the Development Block should be treated as a unit for the purpose of planning and development, and the National Extension Service is the agency through which the resources of the Government should flow to the people. It is requested that this conclusion be particularly brought to the notice of all Heads of Departments, Collectors, and other key workers on the programme in the State and an effective procedure be laid down for its implementation, e.g., while framing annual programmes and budgets of departments dealing with development subjects.

Copy of any instructions issued on the subject may please be sent to this Ministry for information.

LETTER No. 108(61)/57-PRG., DATED THE 27TH SEPTEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development Programme—Scheme for prize competition among V.L.Ws—Communicated.*

It has been increasingly felt that one of the defects commonly pointed out about Government service is that there is lack of incentive for good work, though there is a considerable amount of security in service. In order to provide encouragement for really meritorious work, it has been decided to formulate a scheme for a prize competition among the village level workers. Full details of the scheme are to be found in the appendix to this letter. It envisages keen competition amongst the village level workers at four stages viz.

(a) Block level ;

(b) District level :

(c) State level ;

(d) National level.

The competition will be held for the financial year 1958-59, and the total expenditure to be incurred for the purchase of these prizes will be fully borne by the Central Government.

The judging committees will perform their task as outlined in para (vi) of the appendix. No provision has been made for T.A. & D. A. for the judges on the assumption that the States will be meeting this expenditure.

It need hardly be emphasised that this novel scheme will succeed in promoting healthy competition among the village level workers only if it could be so managed as to inspire confidence regarding the fairness of its operation.

The State Governments are requested to give the widest publicity to the scheme in all the block areas and encourage as many V.L.Ws as possible to participate in this competition.

APPENDIX

The scheme as finally approved is as follows :—

(i) All the Gram Sevaks and Gram Sevikas may enter the competition on paying a fee of 8 annas each.

(ii) The important items of work which would qualify for the competition should relate to the economic side of our programme, e.g., food and other agricultural production, animal husbandry, village industries and co-operation.

(iii) The Development Commissioner, in consultation with the concerned head of Department, should select 8 to 10 important items of work, suitable to every distinct region of the State, which would qualify for the competition.

(iv) Such items should be related to the season over which the competition will take place, i.e., for a period of about 6 months from a given point of time.

(v) The judgement would take place at four stages ;

(a) At the Block level ;

(b) At the District level ;

(c) At the State level ;

(d) At the National level.

(vi) The procedure for judging will be as follows :—

(a) *At the Block level,* the Committee of judges would consist of the B.D.O. and another officer of the Block team chosen by him and two non-official members of the Block Advisory Committee appointed by that Committee for the purpose. This Committee would examine the performance of each VLW entrant by actually visiting his circle and judge the best one among them.

(b) *At the District level,* the Committee would be constituted with Collector as the Chairman and one District head of Department, chosen by him, and 2 non-official members of the District Advisory Committee, nominated by that Committee for the purpose. This Committee would judge the best VLW for the whole District out of those selected as best at the Block level. This Committee would also actually visit the circle of the best VLWs in each of the Blocks and judge the best one amongst them.

(c) *At the State level,* there would also be a Committee with Development Commissioner as the Chairman, one State head of the Department chosen by him and two M.L.As. This Committee may, on the basis of the recommendations of the Collectors and by field inspection of the concerned few circles, judge the best VLW at the State Level.

(d) *At the National level,* there will be a Committee in the Ministry of Community Development, presided over by the Secretary of the Ministry, one of the Advisers, and two

MPs. This Committee can adopt one or both of the following courses :—

(1) They may call the best VLWs. of the States for a personal interview at Delhi, where their mental make up and suggestions as to the improvement of the programme would be judged. It would also be possible to test how he reacts to a given practical situation and what understanding he has acquired of the problems.

(2) The Committee may visit each of the circles of the best VLWs. and judge whose performance can be considered the best.

(3) The Committee may combine both the above methods to arrive at a final decision, if they so desire, though it is felt that no. (1) should be enough.

(vii) Prizes : To provide an incentive to the best VLW at each level, it is proposed to give the following prizes :—

(a) A motor cycle or a scooter to the VLW considered best at the National level. He should also be considered for promotion to the higher post of Block Extension Officer, which may be suitable according to his back ground.

(b) Each of the best VLWs in each of the States (except the one judged best at the National level), to be given a motorised bicycle with a small petrol engine attached to it.

(c) The best VLW in each District (except those adjudged best at the National and State level), to be given an ordinary bicycle as a prize.

(viii) The collections of the entrance fees may be utilised for any suplementary prizes which the State Development Commissioner may consider desirable. Such prizes may preferably be restricted to the best VLW at the Block Level (except those who win prizes under any of the above items b & c).

LETTER NO. 108(61)/57-PRG. I, DATED THE 13TH NOVEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL UNION TERRITORIES ONLY.

SUBJECT.—*Community Development Programme—Scheme for prize competition among V.L.Ws—clarification.*

I am directed to refer to this Ministry's circulars of even number dated the 27th September, 1957 and the 5th October, 1957 on the above subject.

In this connection a reference has been received from a Union Territory, which has no district, as to whether it would be eligible for both district and State level prizes or only one of the two. I am, therefore, directed to clarify that for the purposes of this competition all Union Territories combined would be treated as one State and would be eligible for one State prize only. The best Village Level Workers of the Union Territories, except the one winning the State prize, would each be eligible only for a district prize. However, if the Union Territory has more than one district, as many district level prizes as there are districts will be awarded.

The receipt of this letter may please be acknowledged.

LETTER No. 108 (61)/57-Prg. I DATED THE 27TH NOVEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Community Development Programme—Scheme for Prize Competition among V.L.Ws—action regarding.*

Please refer to this Ministry's circular of even number dated the 27th September, 1957.

The period of enrolment of Village Level Workers and Gramsevikas may be about 6 to 8 weeks sufficiently in advance of 1st April, 1958, on which date the competition commences.

The collection of Entry fees may be effected by the State Governments providing a suitable budget head under "Miscellaneous or Special" and the Development Commissioner may keep an account of it. The Budget head as soon as it is finalised with the Ministry of Finance will be intimated to the State Governments for the purpose of incurring expenditure on the prizes at the district level and the State level, which become due for being awarded only by the middle of the next financial year.

The State Governments may kindly make their own arrangements for the purchase and supply of a motorised bicycle for the prize at the State level and ordinary bicycles for the prizes at the District level. Expenditure incurred by the State Governments on the purchase of these bicycles would be reimbursed by this Ministry. It is presumed that the State Governments have given wide publicity to the Scheme and have chalked out the necessary details for the implementation of the scheme. This Ministry will be grateful if a report is sent expeditiously about the action taken so far.

LETTER NO. 21(9)/57-PC, DATED THE 3RD DECEMBER, 1957, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*C. D. and N.E.S. Programme—Block as a unit for planning and development.*

Will you please refer to this Ministry's letter No. 21 (9)/57-PC dated the 15th August, 1957 on the above subject? It is presumed that the recommendation of the National Development Council with regard to the development block being treated as a unit of planning and development by the various Welfare Departments of the State has been accepted and is being implemented. This may please be confirmed and a copy of the instructions issued by the State Government in this regard furnished to this Ministry.

2. The Government of Punjab have devised a procedure for ensuring break-up of the Plan expenditure of the different Departments for 1958-59 on a block-wise basis simultaneously with the passing of the State Budget. A note giving the details is enclosed for information. You may like to consider adopting a similar procedure in your State.

ENCLOSURE

SUBJECT.—*Coordination of Development Programmes of Welfare Departments and those under the Community Development and the National Extension Service during* 1957-58.

The question of coordinating the schemes of the second plan of various Development Departments and the schemes under the N.E.S./C. D. Programme was considered by the State Government and the following procedure was adopted during the current year to ensure that the schemes of the Departments are coordinated with the N.E.S./C. D. Programme :

(1) Heads of Departments were required to send the district-wise break up to all the Deputy Commissioners/District Officers in proforma 'A' enclosed.

(2) The N.E.S./C.D. Organisation was to supply information to the Deputy Commissioners and the Block Development Officers in proforma 'B' enclosed.

(3) After the Deputy Commissioners have received the information in proforma 'A' and 'B' they were required to convene a meeting of District Officers and the Block Development Officers and split up

the departmental schemes block-wise and non-block areas, keeping in view the availability of funds for the some type of activities in the block budgets.

The Deputy Commissioners were then to submit information in proforma 'C' enclosed to the Development Commissioner, Heads of Departments, District Officers and the Block Development Officers.

(4) The Development Commissioner on receipt of information in proforma 'C' and similar information from the Block Development Officers was then to compile the information in a systematic manner for the guidance and information of all concerned.

During the current year, the practice being new, there were some delays and proforma 'C' could not be finalised by the Deputy Commissioners in time. Some of the handicaps were that the annual budget was voted late by the legislature. The Heads of Departments also took a very long time to communicate the district-wise break up of the schemes to the Deputy Commissioners. The District Officers of the Welfare Department were also not familiar with the system of programme planning and also in some cases in regard to the details of the scheme. All this resulted in delays. Such things do happen when a new system is introduced. To overcome these difficulties during the next year, the Heads of Departments have been asked to prepare a resume of all their departmental schemes and communicate the same to the Deputy Commissioners and the District Officers. The following time schedule is proposed to be adhered to during the next year. The advantage during the next year will be that the district allocation of these schemes have been decided upon by the Government and the Heads of Departments will not take long time to communicate the same to the Deputy Commissioners :—

(i) Programme for next year. The head of Departments may send the information to the Deputy Commissioners/District Officers in proforma 'A' with a short note regarding each scheme to all the Deputy Commissioners/District Officers within a fortnight of the date of the approval of the schedule of new expenditure by the Council of Ministers and the Finance Department. (It means that the Heads of Department will not wait for the voting of the budget by the Legislature). Proforma 'A' will be marked secret by them.

(ii) The Development Commissioner will similarly furnish information in proforma 'B' to the Deputy Commissioners and the Block Development Officers.

(iii) The Deputy Commissioners will, within 15 days of the receipt of above information will held the meeting at the district level and finalise proforma 'C' and send the same to the Development Commissioner/Heads of Departments/District Development Officers and the Block Development Officers.

The above process of finalising proforma 'A', 'B' and 'C' should be completed by the 1st March, 1958. The Development Commissioner will then compile the information and issue the same to all concerned as soon as the expenditure is voted by the Vidhan Sabha.

N.B.—Proformas not printed.

LETTER No. 33(12)/2/57-PRG., I, DATED THE 2ND JANUARY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Introduction of locked bag system.*

I am directed to state that with a view to providing a speedier delivery of paid letters and newspapers to villages on or near mail motor lines which would usually be served only after some delay by the delivery staff of the post office to which the village is attached for such service, the Director General of Posts and Telegraphs has introduced a scheme of *locked bag service*. This scheme provides a speedier supplemental service for delivery of letters, post cards, newspapers etc. in addition to the regular service provided by the department through its own paid staff. The main features of this scheme are :—

(i) The facility is provided on applications from the villages concerned or on their behalf to the Superintendent of Post Offices of the area.

(ii) The system is worked by the villagers themselves on a voluntary basis without any remuneration.

(iii) The villagers are themselves required to arrange for the exchange of bags on the mail motor line or at a post office at fixed timings.

(iv) The Posts & Telegraphs Department assists by providing bags etc. required for the purpose and replacing unserviceable ones.

(v) The responsibility of the department in regard to delivery will cease with the delivery of the locked bags to the representative of the villagers.

(vi) The departmental letter box for the collection of letters in such a village if already existing will continue to be cleared by the departmental village Postman, runner etc. The villagers may therefore by common consent collect their letters in a private letter-box to be placed at the house of the villagers' representative or elsewhere.

(vii) The service will be limited to all kinds of paid articles such as letters, post cards, un-registered parcels and newspapers. Only accountable articles i.e., in respect of which accounts are

maintained in the post office like registered articles, V. P. articles and money-orders etc. will not be exchanged through the locked bag and the present system of their delivery through departmental delivery staff will continue.

Further details of the scheme can be obtained from the nearest postal authority not lower than a Superintendent of the post offices of the division.

It is felt that this scheme can be useful to many of the villages included in the C.D./N.E.S. areas and will also help to generate a greater cooperative spirit among villagers by providing scope for cooperative work for their own advantage. It is therefore requested that the scheme may be brought to the notice of all concerned with instructions that the public may be informed to apply, if interested, to the postal authorities of the area for its introduction.

The receipt of this letter may please be acknowledged.

D. O. Letter No. 4(1)/58-Prg. I, dated the 4th February, 1958, from Shri A. S. Naik, Joint Secretary, Ministry of Community Development, New Delhi, to Development Commissioners of all States.

Kindly refer to this Ministry's letter No. 108(61)/57-Prg. dated September 27, 1957, regarding the scheme for prize competition among the Village Level Workers at the various levels. It has now been decided that the above scheme should be supplemented by a similar competition in the same chosen field among the villages within the circles of the V.L.Ws who win the prizes so that there could be an incentive for the villagers to synchronise their efforts with those of the Village Level Workers. With this end in view, the enclosed scheme has been worked out. The period of competition as well as the process of adjudication under this scheme will be the same as in the case of the scheme of competition among the Village Level Workers.

It is requested that adequate publicity should be given immediately to this scheme throughout your State and the scheme implemented between April and Sepember 1958.

The receipt of this letter may kindly be acknowledged.

Enclosure

Subject.—*Prize competition scheme—prizes to be awarded to best village.*

Aim.—To inculcate a spirit of competition and emulation among the villages within the best village level workers' circles so that agricultural production is increased considerably.

Approach.—The prize scheme for selecting the best VLws is restricted only to Government Servants. In order to synchronize the efforts made by the VLWs to attain excellence in the chosen field of competition with the untapped energy of the villagers, a scheme of competition for the villages in the circle of the VLW who gets the prize in the competition is to be worked out.

The best villages in the circles of the VLWs who win the prizes at the District Level, the State Level and the National Level, will be presented with cash prizes of Rs. 250, Rs. 1,000 and Rs. 5,000 respectively.

Field of competition.—This will be the same as in the case of the VLWs. For example if the VLW has been assigned a task of increasing agricultural production by way of distribution of improved seeds, fertilizers, more acreage under Japanese method of cultivation, contour bunding etc., the same criteria would be applied to the villages in his circle in order to select the best village.

The prize money would be given to the Panchayat of that village to be utilised for furthering the common programme of the village for increasing agricultural production.

If the villages do not have a Panchayat, then the money would be made available to the Vikas Mandal that has already been formed in the village.

If the village forms part of a panchayat, as it may be in certain cases, then the total achievement of a Panchayat will be taken into consideration.

For the purpose of comparative assessment the achievements of the village or villages forming a Panchayat will be taken into consideration. So, it will not be the revenue boundary of a village, but the Panchayat which will be the unit of competition.

Adjudication.—The process of adjudication would be the same as in the case of the VLWs. After the best VLWs at the three levels have been selected, the District Collector and the B.D.O. with a Committee of officials and non-officials would find out the production achievements of each village in the VLW's circle, and by a comparative assessment the best village in that circle would be selected.

Financial implications.—The following number of prizes are to be awarded to the VLWs.

National Level	One
State Level	Fifteen
District Level	Three hundred & thirty.

The same number of prizes will have to be awarded to equal number of villages.

The following prizes will be awarded :

National Level Prize	.. .. ..	Rs. 5,000
State Level Prizes	.. .. ..	Rs. 1,000 each.
District Level Prizes	.. .. ..	Rs. 250 each.

LETTER NO. 124/57-S, DATED THE 1ST MARCH, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO ALL STATE GOVERNMENTS EXCEPT NEFA AND JAMMU & KASHMIR.

SUBJECT.—*Provision of Transport vehicles to the C.D., N.E.S. and Post Intensive Blocks.*

The Central Committee have decided that all the blocks under the Community Development Programme, irrespective of their phase of development should be provided with only one transport vehicle instead of 2 or more vehicles hitherto given to the Community Development Blocks. This decision has been taken after careful consideration of the recommendation of the committee on Plan Projects regarding the withdrawal of all (transport) vehicles from the blocks.

2. As you are aware the Community Development and National Extension Service Blocks had, hitherto been allotted transport vehicles as folows :—

C.D. blocks of 1952-53 series	@4 vehicles per block (inclusive of the Health Van allotted to a whole Project of 3 blocks and counted as equivalent to 3 transport vehicles).
C.D. blocks of 1953-54, 1955-56 and 1956-57 series.	@of 2 vehicles per block.
C.D. blocks of 1957-58 series	Only one vehicle allotted at the NES stage i.e., the 2nd vehicles has not yet been allotted after conversion.
N.E.S. blocks and Multipurpose blocks of all series.	@one vehicle per block.

3. Since only one vehicle is to be retained for each block, surplus vehicles will be available for withdrawal from the Community Development Blocks of earlier series. You may kindly assess the extent of such surplus vehicles to be withdrawn and also adjust them against the National Extension Service Blocks which have not yet been provided with any vehicle and those which will be started during the current year.

4. It is presumed that the vheicles already supplied to each State (excluding the Mobile Health Vans and the Cinema Vans) will cover its full requirements in respect of all the existing blocks and also those scheduled to be started on the 1st April, 1958. The overall position in the matter may kindly be reviewed, and advised to this Ministry at an early date. Action may also be taken to withdraw the surplus vehicles for the Community Development Blocks and carry out the necessary adjustments.

5. Attention is also invited to this Ministry's letter No. 108(89)/57-Prog. I, dated the 19th November, 1957, regarding the use of transport vehicles in the Block. Now that the number per block has been reduced to one only, it is all the more necessary that care should be taken to ensure that besides the Block Development Officer, all the Extension Officers and other officers touring in the block area are afforded adequate and timely transport facilities in the discharge of their duties. Necessary instructions in this regard may kindly be issued again to the Block Development Officers. We shall be grateful to be informed about the action taken.

6. The receipt of this letter may kindly be acknowledged.

LETTER NO. 19(29)/58-PRG. I, DATED THE 29TH APRIL, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development Programme—Suggestions made by Shri J. M. Lobo Prabhu, I. C. S., for improvement—Circulated.*

I am to enclose herewith a list of suggestions made by Shri J. M. Lobo Prabhu, for the improvement of Community Development Programme in the block areas. These have been examined and are acceptable to this Ministry. It is requested that the Development Commissioners may kindly circulate these to the heads of departments and take such steps as are necessary for the implementation of these suggestions.

Suggestion No. 3 under the head 'Public Cooperation' includes maintenance of a record of teachers which would clearly bring out the interest taken by them in the Community Development Programme. This Ministry is seized of the question of effectively bringing primary teachers in the work of Social Education, and in this connection feels that in the proposed record for teaching, the following additional

items also may be added as a basis for evaluating the work of the primary teachers. In doing so care may however be taken that the basic duties of teacher towards children are not driven into the background and his work and interest in Community Centres assessed in relation to his particular assignment in the Centre.

(1) Increase in enrolment of the boys and girls students in rural schools.

(2) Increase in attendance of boys and girls students in schools.

(3) Organisation of Parent Teacher Association—its membership, programme and monthly meetings.

(4) Organisation of Social Education activities of the rural teacher including literacy class, reading room, library—reading of magazines and news papers to illiterates etc.

Enclosure

Shri Lobo Prabhu's Suggestions

1. *Administration:*

The following measures may be adopted to tone up work done at various levels :

(a) All references in the office not submitted for orders within 6 days, and all references to field workers not resubmitted to office with reports within six weeks will be signed in red ink with explanation in pencil for the delay. This vividly draws the attention of the superior officers with the result that the subordinates realise that their work is precisely clocked. A "delinquency register" subordinate-wise will be opened in which unexcused defaults to submit papers within the time fixed will be noted.

(b) In respect of periodical reports, a calendar will be maintained giving the numbers of periodicals date-wise for the whole year. All periodicals not submitted on the due dates will be encircled in RED.

(c) Targets for the work had been fixed for all subordinates. Twice a year, the achievements against the target will be examined, the default being indicated in red circles.

Similar methods may also be observed for Extension Officers and Block Development Officers' character rolls of subordinates and officers should be judged in light of their performance as indicated above.

2. *Targets:*

There is still no evidence of target consciousness. A target can be fixed with reference to the means or the ends to be achieved. So far, targets have been fixed by Government with reference to the means, so that the staff is only concerned to distribute the prescribed quantity of seeds, implements, birds, etc. The Gramsevaks can be made target conscious by the examination of their achievements as disclosed by these schemes at the time their confidential reports are written. This will be made widely known to them, so that they achieve what is prescribed for them by their own efforts and the cooperation of the public, which will be more willingly given when they know what the Gramsevaks have at stake.

3. *Public Cooperation:*

The public cooperation has also not been remarkable. In villages, this depends to a large extent on the attitude of the local officials. Annual records may be opened under the following heads for both the headmen and the karnams :

(1) Name of the village.

(2) Name of headman or karnam.

(3) Assistance rendered :—

(i) Construction of compost pits. (Nos.).
(ii) Green manure (weight).
(iii) Fruit plants (Nos.)
(iv) Improved seeds
(v) Attendance at weekly meetings.
(vi) Soil conservation work.
(vii) National Savings Work.

It is expected that such a record will create a new interest in the village officers in respect of development work which is well within their capacity.

In respect of teachers, it will not be easy to maintain individual record books, but every year in the month of June, the Block Development Officers will report about individual teachers in the following form :—

(1) Attendance at Community Centres.

(2) Organisation of entertainments by school children for the benefit of community centres.

(3) Reading of books and papers to illiterate villagers.

4. *Social Education.*

The Community Centres should as far as possible provide relaxation with which the purpose of development can be suitably combined.

At Mathar Sangams, the women collected should also be interested in games and may be encouraged to have singing parties.

5. *Psychological Approach.*

A psychological approach is necessary in order to create an awareness for improvement. In this connection, competitions should be held for selecting the individual of the year of each sex in the various age groups towards fulfilment of physical development, department, interest in Community Centres, etc. The winners should be duly awarded and their services appreciated.

D.O. LETTER NO. 9(16)/58-PC, DATED THE 27TH MAY, 1958, FROM SHRI B. R. TANDAN, SECRETARY, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS OF ALL STATES.

SUBJECT.—*Annual conference on Community Development held at Mount Abu from 20th to 24th May,* 1958.

We shall send you in a few days the Main Recommendations and Conclusions of the Conference. In this letter I am to suggest the procedure to be followed regarding these. As you will recollect, the Minister, Community Development, broadly indicated this in his speech at Mount Abu.

2. (i) *At the State Level.*—The recommendations and Conclusions may be discussed at a special meeting held for a day or two by the Development Commissioner with Heads of Departments and all the Collectors.

(ii) *At the District Level.*—Each Collector may discuss the Recommendations and Conclusions at a special meeting held for the purpose of the District Planning and Development Committee for one or more days. All Block Officers should be present.

(iii) *At the Block Level.*—Each Block Development Officer may call an early meeting of the Block Development Committee (hitherto known as the Block Advisory Committee) and—

(a) explain important points contained in them, even though they do not require immediate action ;

(b) indicate specifically the points which require action and have them considered by the Committee.

3. A meeting of the Informal Consultative Committee of the State Legislature may also be convened as soon as the State Legislature reassembles for the next session to consider these Recommendations and Conclusions.

4. In the Ministry of Community Development we are having an internal seminar on the 28th May, 1958. We also propose to place the Recommendations and Conclusions for consideration by the Informal Consultative Committee for the Ministry of Community Development at an early date during the next session of Parliament.

5. I hope the above suggestions are acceptable to you. I shall be most grateful if you will kindly arrange to take action accordingly.

LETTER No. 9(23)/58-PC, DATED THE 9TH JULY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Main Recommendations and Conclusions of the Annual Conference on Community Development held at Mount Abu in May,* 1958.

I am to refer to this Ministry's letter No. 9 (13)/58-PC dated May 31, 1958 forwarding a copy of the Main Recommendations and Conclusions of the Annual Conference on Community Development held at Mount Abu from 20th to 24th May, 1958 and to request that early steps be taken to implement the following recommendations as suggested below :—

VI (2) (i)—*Treatment of Block as unit of Planning and Development*:

While Planning Commission is being requested to arrange for a special study of problems arising from the decision to treat the block as a unit of planning and development, State Governments are also requested to delegate sufficient powers to the B.D.O. and make him the Drawing and Disbursing Officer for all development departments in the States.

VI (6).—*Informal Consultative Committee*:

It is requested that M.Ps. and M.L.As. who are not members of the State Informal Consultative Committee but take interest in C.D. Programme may please be invited to the meetings of the Committee.

It is further requested that the progress of action taken on these recommendations may please be intimated to this Ministry by September 1, 1958, at the latest.

LETTER No. 8(2) (I)/58-PRG-II, DATED THE 10TH JULY, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Communications—Development of communications—recommendations at Mussoorie and at Mount Abu in* 1957 *and* 1958 *respectively.*

In order to improve the standards of construction of the village roads under the Community Development Programme and to remove the defects in the roads already constructed in the block areas as also to develop and maintain the communications in the districts on a planned basis this Ministry has had discussions with the Ministry of Transport and Communications and evolved a number of suggestions which were later on endorsed by the Annual Conference on Community Development held at Mussoorie and at Mount Abu in 1957 and 1958 respectively. Copies of the main recommendations and conclusions of these Conferences have already been sent to you. I am, therefore, to request that the State Government should consider the implementation of these recommendations with special reference to the following as early as possible and to furnish this Ministry with a detailed report on the progress of implementation of these recommendations so as to reach not later than the 30th September, 1958.

Removal of Defects:

(i) *Alignment.*—In spite of the fact that the Development Commissioners' Conference held at Mussoorie drew pointed attention to the proper alignment of village roads, these roads in general continue to be ill-aligned. Where new roads are constructed, it may be ensured that they run as straight as possible. In the case of old roads which are repaired year after year generally on shramadan basis, the villagers can be persuaded to relinquish small pieces of land for the removal of bulges, sharp turns and encroachments. The cooperation of the revenue staff may be obtained wherever necessary.

(ii) *Adequate width of roads.*—It is necessary that all the roads should have adequate width not only for the immediate convenience of the public but also to facilitate their metalling and upgrading at a later date. The exact width will naturally depend on the class of the road. The roads might be categorised in 3 classes, the land width varying from 40' to 100' depending upon the class of the road. In the process of straightening of the existing roads and removal of encroachments, they can be widened at most of the places without any great difficulty. In the case of villages in which consolidation of holdings has to start or is under way, straight and sufficiently wide roads can be provided during the course of the operation. The Mount Abu conference has also recommended that no pucca structure should be allowed

within a specified distance of the central line of the road and this should be secured by legislation. The distance can vary from 20' to 75' depending on the class of the road.

(iii) *Provision of culverts.*—In order to prevent portions of roads being washed away during the rains as also to make the roads usable all the year round, it is very necessary that culverts or causeways, as the case may be are built wherever needed. Experience has shown that the provision of culverts and causeways on a subsidy basis serves as a big attraction for voluntary labour for earth work and cartage of materials required for the construction of the roads, which can be taken into account as contribution by the people.

Planning:

While planning village roads it is necessary to have an idea of the overall district road programme so that weherever possible and particularly in the case of metalled roads, they may be subsequently converted into district or State highways. The Mount Abu conference has recommended :

(i) The Public Works Department of each States should prepare road maps of various districts in consultation with the Block Development Officers and Block Advisory Committees, in so far as road alignments in rural areas are concerned. The model road maps which will be prepared by the Central Roads Organisation will serve as a guide for preparing these road maps.

(ii) The District road plans should be suitably dovetailed with the State roads plans by the Public Works Department in each State.

Maintenance of roads:

If the maintenance of roads is neglected much of the money spent and the efforts made go waste. A part from the loss involved the villagers are deterred from making any further contribution in the shape of money or labour. Proper maintenance of the roads cannot, therefore, be over-emphasised. In view of this important consideration the Mount Abu Conference has recommended as follows :—

(i) The rural roads should be maintained by village panchayats, who should be given suitable grants for the purpose by State Governments.

(ii) For the maintenance of rural roads, funds should be raised by a tax of, say one rupee per mensem on the crore of bullock carts in the country. Other vehicles such as camel carts, cycle rickshaws, etc. should be similarly subjected to taxation to provide revenue resources for this purpose.

If provision for the recommendation at (i) and (ii) above has not been made in the budget for the current financial year such provision should be made in the budget for the next financial year.

The receipt of the letter may please be acknowledged.

Letter No. 9(66)/58-Pub, dated the 26th July, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments/Administration.

Subject.—*Metric System of Weights and Measures—Popularisation of.*

The last Annual Conference on Community Development held at Mount Abu from 20th to 24th May, 1958, agreed that Community Development Organisation should help in popularising the metric system of weights and measures in rural areas. The matter has been considered and it is felt that the Community Development Organisation could render necessary assistance in the following ways :—

(i) By demonstrating specimen sets of the new Commercial Weights and Measures in the Information Centres at the Block Headquarters or at a prominent place at the Block Office where no Information Centre exists. Arrangements are being made by the Ministry of Commerce and Industry for supplying one set of demonstration weights by the manufacturer direct to each Block Development Officer, sometime after the middle of August, 1958.

(ii) By exhibiting and distributing visual publicity material such as posters, broadsheets and conversion tables. Supplies of these will be made by the Directorate of Advertising and Visual Publicity, Ministry of Information and Boadcasting direct to the Blocks at the rate of 2 copies per village. Copies of posters will be sent by 1st August, 1958 and of the broadsheets and conversion tables sometimes in September, 1958.

(iii) By arranging talks in villages on metric system—its advantages and how its adoption will affect the people in their daily lives. These talks/speeches could be given by the Social Education Organisers to small gatherings of villagers. The Directorate of Advertising and Visual Publicity will send to Block Development Officers, copies of a folder, which will contain talking points providing useful hints and information for preparation of such public addresses. An advance copy of the script of a speech on "The adoption of the metric system of Weights and Measures" is sent herewith for circulation to Social Education Organisers' and other members of the block staff who in their day to day contact with the villagers will be in a position to answer queries from the villagers on the subject.

(iv) By arranging film shows, wherever possible. A 16 m.m. documentary on metric measures is now under production. Copies of this documentary are expected to be supplied to Block Development Officers by September 1958.

2. It is requested that necessary instructions in this behalf may kindly be issued to all the Block Development Officers in your State.

ENCLOSURE

The adoption of the Metric System of weights & measures

Weights and Measures are essential for trade. They are more so than currency. Even Barter requires weights and measures. Every civilised country must have system of weights and measures. Only very primitive people are without it. But it is not good to have too many weights and measures. It confuses people and obstructs trade. That is unfortunately the position in India today. We have hundreds of weights and measures in use in the country, Delhi has its seer of 80 tolas, and maund of 40 seers. But a seer is not 80 tolas everywhere. In the neighbouring State of Uttar Pradesh and elsewhere, there are other seers in use, a seer which may be only 8 tolas or as much as 160 tolas. The seer is also the name for a measure as for instance, the seer used in the milk trade. This confusion must go. We must have one system of weights and measures for the whole country.

2. If we are to have one system, which one shall it be? Could we select one of the numerous local systems and adopt it as the national system for the whole country ? It would not be easy to get any one system accepted by the country as a whole. Any attempt to force it on the whole country would create discord. None of our systems can claim undisputed superiority over the others. None has the simplicity of the metric system. Moreover, these local weights and measures are not known or recognised outside India. Our country has wide contacts trade and cultural, with other countries. These contacts are being steadily strenghtened. Foreign tourists visit India in large numbers. Foreign technicians work in our factories, foreign professors and students in our universities and research institutions. We must have a system of weights and measures which the world understands. There are only 2 systems of weights and measures which are recognised the world over, the metric system and the British System. British System is used in U.S.A., and the Commonwealth, and the metric system in the rest of the world. Two out of every 3 people in the world use the metric system in all their transactions. Both in the U.S.A. and the Commonwealth, there are influential bodies of opinion for a change to the metric system. India has decided to adopt the metric system. Parliament has enacted the necessary legislation.

3. The greatest advantage of the metric system is its simplicity. The relationships among the various units, is easy to learn and to remember. The higher unit is always 10 times the lower one. In the Indian system of weights, 8 ratis make one masa, 12 masa one tola, 5 tolas one chhatak, 16 chhataks one seer, and 40 seers one maund. In the British system of length, now prevalent in India, 12 inches make one foot, 3 feet one yard, 220 yards one furlong, and 8 furlongs one mile. Every person using these weights and measures must remember factors such as 5,8,12,16,40,3,220 and many others. This effort of memory will no longer be necessary, when we adopt the metric system. There will also be much saving of time and labour in calculations, when calculations are reduced to multiplications and divisions by 10 instead of 8, 12 or 16, Arithmetic will become easier and more interesting to children.

4. The metric system is called after the 'Metre' the primary unit of length. This unit was derived from the diamensions of the Earth, the circumference of the Earth being 4 crores metres. A metre is about 3 inches longer than a yard. The metre will be used for measuring cloth. Distances will be measured in kilometres or 1000 metres. A kilometre will be equal to about 5 furlongs. Land area will be measured in hectares. The hectare is the area of a square whose sides measure 100 metres each. It is about 2½ acres. The unit of weight is the kilogram equal to 1 seer 1.2 chhataks. The kilogram corresponds to the seer, and will be used more often in trade than any other. Bullion will be weighed in grams. A gram is a thousandth part of a kilogram, and is approximately equal to a tenth of a tola. Liquids will be measured by the litre, approximately equal to a seer measure.

5. The law for adopting the metric system was enacted in 1956. It allows 10 years for the complete change. Of this period of grace, nearly 2 years has expired. 8 years from now, metric weights and measures will be the only ones which may be used in the country. Government has decided to introduce the new weights in Delhi, and certain areas in other States this year. For 2 years, in the beginning, present weights will also be allowed. Metric weights and measures will also be used for various purposes in Government Departments. Industries like Cotton and jute textiles, iron and steel and cement will use metric weights and measures in purchasing materials and selling products.

6. Metric weights in cast iron and brass are being produced by manufacturers. These weights will be verified and stamped by the State Governments before they are used in trade.

7. A change-over of this kind, like all change-overs will involve some difficulty and inconvenience in the beginning. That is the price that must be paid for any reform. But a reform of our weights and

measures has been long overdue. Its success will depend on the cooperation of the public, and their readiness to put up with temporary difficulties in the interest of the country. In the long run, its benefits will be shared by all.

Letter No. 108(61)/57-Prg., I, dated the 22nd August, 1958, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments/Union Territories (except Andaman & Nicobar Islands).

Subject.—*Community Development Programme—Scheme for prize competition among village level workers and the villages—Progress regarding.*

I am directed to refer to this Ministry's letters No. 108 (61)/57-Prg. I, dated the 27th September, 1957 and No. 4(1)/58-Prg. I., dated the 4th February, 1958 regarding the prize competition schemes among Village Level Workers and the villages within the circles of the Village Level Workers who win the prizes. Since the period for competition will end on 30th September, 1958, it is hoped that besides giving publicity to these schemes, action must have been taken by the State Governments for the assessment of the work done by the Village Level Workers since the start of the competition viz April 1958. It is accordingly requested that the progress of the work done towards this end so far may be intimated to this Ministry immediately. It is re-iterated that the dates fixed for the competition and for the intimation of the results to this Ministry may please be strictly adhered to.

2. As regards the payment and accounting of expenditure in respect of the scheme for 'prize competition among Village Level Workers', the State Governments may purchase the prizes direct and the charge may be allocated on the voucher as debitable to Central Government under the major-head '63-B' against the minor-head 'Other Schemes' subordinate to sub-major head 'D-General'. The expenditure will be adjusted in the Central books of the Accountant General/Comptroller concerned under the head referred to above against Demand No. 7 of the Ministry of Community Development for the year 1958-59. Necessary provision to meet such expenditure during the current financial year will be made in the Central budget by this Ministry under sub-head 'D-5' of the aforesaid Demand against the respective circles of account by reappropriation. The entrance fee may be credited finally in the State Section of the accounts to the appropriate receipt head *viz.*, L1-A-receipts on account of Community Development Projects etc. and booked under the minor head 'Other Receipts' subordinate to the Sub-major head 'D-General. In the case of Union Territories the budget provision to meet the expenditure will be made under the appropriate

head in the Area Demand and the receipts realised on account of entrance fee will be accounted for under the corresponding Receipt head in the Central books.

A similar procedure will be adopted in regard to the payment and accounting of expenditure in respect of the scheme for 'Prize Competition among villages'. Provision for expenditure on this scheme will, however, be made under a separate sub-head of the Demand referred to above, which will be intimated to you later.

3. In order to fix the State-wise ceilings for expenditure to be incurred on these schemes, it is requested that the requirements of the States/Union Territories together with the basis of calculations viz. the number of districts etc., may please be intimated to this Ministry before 1st September 1958. The cost of prizes at District and State level would be Rs. 160 and Rs. 900 respectively, in case of prizes to Village Level Workers and Rs. 250 and Rs. 1000 respectively in case of prizes to villages.

4. For purposes of financial control, the amount of funds available during the current financial year for each State in respect of each of the two schemes will be intimated to you or receipt of the information asked for in para 3 above and the State Accountants General will also be informed in due course of the provision for funds made for the schemes in question in the Central budget against the respective circles of account. In the case of Union Territories necessary action regarding provision of funds in the Revised Estimates for 58-59 pertaining to the Area Demand concerned by re-appropriation etc. will be taken by the Administration's concerned, quoting this letter as authority.

LETTER No. 5(2)/58-S(PL), DATED THE 6TH OCTOBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO ALL STATE GOVERNMENTS EXCEPT NEFA, JAMMU & KASHMIR.

SUBJECT.—*The unspent dollar provisions in the block budgets, future policy regarding procurement of equipment for the development blocks—spare parts and proper maintenance of equipment.*

So far, equipment to the value of 14·239 million dollars was supplied to the State Governments for use in Blocks. In the context of the necessity for conserving foreign exchange resources, the import programme virtually had ceased. Therefore, besides the equipment so far supplied/allotted, no other equipment will be supplied in future to the State Governments towards their use in the block areas.

2. As for the future requirements of equipment for the existing and future blocks, the State Governments may purchase them locally under 'Rupees' from indigenous or imported stocks in the country under their normal purchase procedure provided the necessary provisions

exist in the relating block budgets. This also applies to their requirement of transport vehicles such as jeeps etc., (over and above the vehicles already supplied/allotted).

3. In this connection, a reference to this Ministry letter No. 1 (5)/57-S (PL)/A, dated the 4th March, 1958, regarding proper maintenance and utilization of equipment supplied to the Community Development Programme is invited. It is presumed that all the equipment are properly maintained and put to full use. The State Governments who are having much large quantities of similar equipment in their other Departments should find no difficulty in the maintenance and use of these items, especially as they command the services of the necessary technical experts in their other departments. The equipment supplied to the Community Development Programme should be treated as part of other similar equipment with the State Governments in their other departments for the purpose of maintenance, repairs and spare parts facilities.

4. Regarding the requirements of spare parts or replacement parts for the equipment already supplied, an attempt is being made to obtain them through the TCM under the Aid-funds, as already indicated in this Ministry letter No. 1 (5)/57-S (PL), dated the 27th March, 1958. As such, the requirements in this regard may kindly be intimated immediately. If, however, this Ministry does not succeed in obtaining these parts through the TCM, they should be purchased 'locally' under 'Rupees', as in the case of other items of equipment as indicated in para 2 above.

This may kindly be acknowledged.

LETTER No. 6(11)/58-Prg. I, DATED THE 24TH OCTOBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Organisation of NCC/ACC Camps in Block Areas—Lectures on objectives of Community Development Programme.*

I am directed to state that the National Cadet Corps Directorate of the Ministry of Defence are conducting regular camps of the Auxiliary Cadet Corps and National Cadet Corps in the rural areas and as far as possible in the Community Development areas with the main object of teaching the cadets dignity of labour and creating in them, interest in constructive work. The Ministry of Defence have also intimated this Ministry that the selection of projects and sites for the camps is done at the beginning of each year in consultation with the Development Commissioner, Block Development Officer or the Project Officer.

At the instance of this Ministry, the Ministry of Defence have agreed to provide for lectures on philosophy and objectives of Community Development in the NCC/ACC Social Service camps. This Ministry has given an assurance that the co-operation of the local development officers would be available for arranging such lectures provided advance notice is given to them. A copy of the circular issued by the Ministry of Defence to all headquarters circles Cadet Corps in this connection is enclosed. It is requested that similar instructions may please be issued to all Block Development Officers to extend their co-operation to NCC/ACC authorities. It is further suggested the Block Development Officer may be detailed for this job.

A copy of the instructions issued may please be sent to this Ministry at an early date.

ENCLOSURE

Letter No. 0044/58/NCC (Army) dated the 4th October 1958, from the Government of India, Ministry of Defence, National Cadet Corps dated, New Delhi to the Headquarters Circles Cadet Corps.

SUBJECT.—*Organisation NCC combined Cadre and Social Service Camps/ACC Camps*

1. It has been represented by Ministry of Community Development, Government of India, that during Social Service Camps held for NCC and ACC Cadets some lectures on the philosophy and objectives of Community Development Programme should also be included in the Camp Curriculam in order to apprise the Cadets of this important development in the country. The Ministry has further assured that co-operation of the local development officers of the area will be available for arranging such lectures provided advance notice is given to them.

2. This Directorate has agreed to the suggestion. As such you are to arrange for two to three lectures on the subject in all future NCC/ACC Social Service Camps in consultation with the local Block Development Officers.

LETTER NO. 9(28)/58-PC, DATED THE 1ST DECEMBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS AND UNION TERRITORIES.

SUBJECT.—*Staff Conference of Development Commissioners held in New Delhi on 6th and 7th November 1958—*

In continuation of this Ministry's letter of even number dated the 19th November 1958, on the subject above, I am directed to forward herewith a copy of the Summary Record of the discussions regarding "extension of processes evolved by National Laboratories".

ENCLOSURE

GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT

The question of extension of processes and techniques, evolved by the National Laboratories, to the field had been engaging the attention of this Ministry for some time. In order to find solutions for the problems that were arising, Prof. M. S. Thacker, Director General of the C.S.I.R. was invited to the conference.

Prof. Thacker stated that the 21 National Laboratories set up in India had been doing useful work and had developed a number of processes which had passed the trial stages. Their wider application and their adoption by the people and the State Departments had not been making satisfactory progress. To overcome this difficulty the C.S.I.R. had decided :—

(i) To set up Pilot Projects at or near the National Laboratories to demonstrate the feasibility and practical utility of the processes developed by them.

(ii) To undertake experiments of immediate or later use.

(iii) To collaborate with the Development Commissioners and the State Departments in doing extension of the results and research.

(iv) To give a short-period or long-period training, as may be necessary, to the personnel of Extension Service at the laboratories concerned.

He asked the Development Commissioners to indicate what else the Council could do to popularise the processes and to facilitate their adoption by the people.

Shri S. R. Mehra, Director, Central Road Research Institute, said that the Institute had evolved a number of processes whose economic feasibility had been proved not only by the results in experimental stages and Pilot Projects but also after application over wide areas for a period of 10 to 12 years. It was unfortunate that the people and the State Governments were still diffident in using the techniques. He added that if any process is not applied within 4 to 5 years of its evolution it becomes out of date. Problems faced in the application of the process sometimes called for further research. He then gave some details of the research carried out at the Institute.

(i) Replacement of ordinary type of water bound macudam by stabilised soil which reduces the cost by 50 per cent to 60 per cent.

(ii) Replacement of brick masonry with cement soil with low percentage of cement. This also reduces the cost by 50 per cent.

He added that in 1948, 4,000 houses were constructed in cement soil in Karnal and the construction was acclaimed all over the world but no further use of the processes had been made.

(iii) Water-proofing of mud plaster for kutcha houses.

Due to the non-availability of coal and difficulty of transport all the houses in the country could not be made of burnt bricks even if all the villages wanted to do so. To give longer life to kutcha walls plastering of the walls with Bitumen emulsion had been found to be very efficacious and the process does not require any special technique.

(iv) Designing of semi-elliptical houses for providing shelter to very low income groups.

General Williams, Director, Central Building Research Institute, Roorkee then stated that though some good processes had been developed no spectacular results can be claimed. The building Industry is very conservative as people are not willing to change the traditional habits. His Institute had run a course for overseers but it was necessary to follow it up more vigorously.

Shri Narasimham, Additional Development Commissioner, Andhra Pradesh, stated that in order to carry conviction to the villagers it was necessary that the results of the experiments should first be accepted by the Government and extensively applied in their own building and road activities. He was doubtful if the Indian Roads Congress has recommended the technique of stabilised soil for construction of roads. He was informed by Prof. Thacker and Mr. Mehra that the Indian Road Congress had tentatively accepted the result in 1944 and have repeated their acceptance in 1958. Prof Thacker pointed out that the difficulty with Engineers was that they have to be guided by their manuals. He was, however, told that this could not be a genuine difficulty for the manuals were drafted by the Engineers and could be revised at their instance.

Shri Pai, Chief Secretary, Andhra Pradesh suggested that the Central Government should take up schemes in every State, and in the colonies set up by them, and should advertise the processes in the manner done by commercial firms like Burma Shell etc. Shri A. S. Naik, Joint Secretary, suggested that research work should be closely associated with the implementation and extension of the processes done through Government Departments.

The Minister (CD) observed that the feeling of the C.S.I.R. that the Development Commissioners will be able to find solutions to all the problems remitted to them was not justified. They can at best only coordinate the activities of the various Departments. He suggested that the Ministry of S.R. & C. A. should get the processes accepted by the

Ministries concerned and the State Governments, and that the Ministry of S.R. & C.A. should have an extension wing for doing extension of the results of research. He said that he could off hand point out some elementary needs of the rural areas on which research was necessary :—

(i) Ordinary Kutcha village roads. Something to be done short of metalling to make them durable?

(ii) Manufacture of light weight tiles eliminating heavy wooden under structure.

(iii) Water-proofing of walls.

(iv) Designing of bullock carts of improved type relieving the strain on the bullocks.

(v) More suitable and workable Magan Chulahas.

(vi) Designing of commonly acceptable village latrines.

(vii) Brick making by simple machines.

Shri Pande, Development Commissioner, Bihar, suggested that the C.S.I.R. should write to all the States for sending some technical personnel for receiving training at these laboratories.

The Director General, C.S.I.R. promised to consider the question of establishing an extension wing. It was agreed that the matter should be more fully discussed between the Director General, C.S.I.R. and the Ministry of Community Development.

D. O. Letter No. 5 (6)(16)/58-Prg. II, dated the 4th December, 1958, from Shri B. R. Tandan, Secretary, Ministry of Community Development, New Delhi, to Development Commissioners of all States.

All the Departments of the State Government have been participating, in varying degrees, in the execution of the Community Development Programme with the solitary exception of the Police Department. Apart from some isolated cases of Shramadan the Police have not hitherto been, actively associated with the programme. It is felt that they, too, can make a useful contribution in furthering the programme by imparting training in discipline and drill to school going children in some villages. This would be of immense use to the children in their later life. It is realised that the arduous nature of their duty will not permit them to undertake the responsibility of imparting training to the boys of all the villages but probably they can take it up in some villages in each District without detriment to their own work.

In the States of Andhra Pradesh and Madras the Police Department have already adopted some villages and imparted first rate training in drill and discipline to the children. With that

example before us we discussed this question in the last staff meeting of Development Commissioners held on the 6th and 7th November, 1958, and the Conference was of the view that the possibility of utilizing the Police for imparting this training should be investigated with the State Governments.

You may kindly consider the matter and let us know if in your view the Police Department can conveniently undertake training of the boys in a limited number of villages to start with in every District. We shall then take up the matter formally with the Ministry of Home Affairs, who have been informally consulted already.

LETTER NO. 6(3) (iii)/58-PRG-II, DATED THE 9TH DECEMBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS/ADMINISTRATIONS.

SUBJECT.—*Coordinated programme for welfare of Women and Children—Visit to welfare extension projects by members of the Women Advisory Committee.*

I am directed to enclose a copy of the proceedings of the 2nd meeting of the Women's Advisory Committee held on the 2nd December, 1958, at New Delhi for information and implementation of the recommendations with which the State Governments are concerned. I am also to say that the members of the Women's Advisory Committee have agreed to select some Community Development Blocks and to visit them occasionally in order to make their mature experience and guidance available to the Block Staff/Project Implementing Committees for promoting the Women's and Children programme and to communicate their observations regarding the facilities afforded to the women and children of these blocks to Development Commissioners as well as to this Ministry.

It is requested that all necessary facilities, including the use of the Block jeep may kindly be afforded to these members while visiting the Blocks.

ENCLOSURE

MINISTRY OF COMMUNITY DEVELOPMENT

Proceedings of the 2nd meeting of the Women's Advisory Committee held on 2-12-1958, *in the Ministry of Community Development*

The following were present :

1. Shri S. K. Dey, Minister (Community Development).
2. Shrimati Indira Gandhi.

3. Shrimati Rama Rao.
4. Shrimati P. Suda.
5. Shrimati K. Banewal.
6. Shrimati R. Saran.
7. Shrimati A. Mathai.
8. Shrimati R. Chakravarty.
9. Shrimati S. Pai.
10. Shrimati A. Gupta.
11. Shrimati P. Sundram.
12. Begum A. Kidwai.
13. Shrimati S. Ramachandran.

The following were also present :

1. Shrimati Kitchelu, Ministry of Education.
2. Shrimati P. Naidu, Planning Commission.
3. Shrimati Devdas, Food and Agriculture Ministry.
4. Shrimati Ghufran, Central Social Welfare Board.
5. Shri B. S. Murthi, Parliamentary Secretary.
6. Shri B. R. Tandan, Secretary, M.C.D.
7. Shri B. Mukerji, I.C.S., Joint Secretary, M.C.D.
8. Shri A. S. Naik, I.C.S., Joint Secretary, M.C.D.
9. Shri S. L. Khurana, I.A.S., Deputy Secretary, M.C.D.
10. Lt. Col. Barket Narain, Adviser (Health) M.C.D.
11. Dr. J. S. Patel, Adviser (Agl.) M.C.D.
12. Shri K. P. Sinha, Adviser (Education), M.C.D.
13. Shri S. C. Roy, Commissioner (Trg.) M.C.D.
14. Shri G. D. Goswami, I.A.S., Adviser (Cooperation), M.C.D.
15. Dr. (Miss) P. Das, Director (Women's Programme), M.C.D.
16. Shri M. C. Nanavatty, Director (Social Education), M.C.D.
17. Shri P. M. Mathai, Director (Industries), M.C.D.
18. Shri V. R. Rao, Director (A. I.), M.C.D.
19. Miss P. Varalakshmi, Asstt. Commissioner (Trg.) M.C.D.
20. Shri S. Athar Hussain, I.A.S., Under Secretary, M.C.D.

The following members had regretted their inability to attend the meeting.

1. Shrimati Durgabai Deshmukh.
2. Shrimati Rajkumari Amrit Kaur.

3. Shrimati Ambujammal.
4. Shrimati Hansa Mehta.
5. Shrimati A. C. Krishna Rao.
6. Shrimati Shanta Bhandarkar.
7. H. H. Shrimati Mahinder Kaur.
8. Shrimati Pramila Pradhan.
9. Shrimati Neera Dogra.

Minister (Community Development) in his opening remarks stated that though the Women's programme received greater attention than before in the period since the Committee last met it has yet to make up a great leeway. In the States which do not possess a separate Women's Welfare Department the programme suffers from lack of adequate supervision while in others which have separate Departments confusion still prevails regarding coordination with State Social Welfare Boards. The State Social Welfare Boards are also confronted with three main difficulties *viz.*

(i) Inadequacy of experienced and enthusiastic workers to man the Project Implementation Committees.

(ii) Shortage of trained personnel.

(iii) A set budget which necessarily confines the sphere of activities to selected areas neglecting those outside.

Difficulties No. (ii) and (iii) are also being faced by the Ministry. Though the Ministry had desired that the personnel should be drawn from the rural areas a large number is still being recruited from urban areas as a sufficient number of educated girls is not forthcoming from the rural areas. He informed the members that a Study Team headed by Shrimati Renuka Ray M.P. has been set up which is examining these and other associated problems. Its recommendations are expected to provide solution to a member of difficulties and lead to a better co-ordination of the efforts of various agencies. He then referred to child-ren's welfare which has been particularly neglected. He suggested that children's welfare which has been particularly neglected. He suggested that children's clubs and mandals should be organised in every village. They will not need much of finance. He also stressed the desirability of bringing non-official organisations more and more into the picture both for planning and execution of the programme. The State Governments obviously cannot abdicate their responsibility but if democracy has to survive the local organisations will have to be promoted and fully supported.

After the opening remarks of the Minister the agenda was taken up for discussion.

Item No. 1.—Action taken on the recommendations of the last meeting:

1. There was considerable discussion over the organisation, role and difficulties of Industrial Cooperatives which has been recorded under Item No. 2.

2. Recorded.

3. Action taken was noted.

4. Recorded.

5. Recorded.

6. On a query from a member it was explained that the selection of private institutions is done by the Ministry of Food and Agriculture in consultation with the State Governments, State Welfare Board and the private institutions. Till now grants have been given to Kasturba Trust, Shri Shivaji Society and Baroda University which undertook to take up the training of Gram Sevikas in accordance with the prescribed syllabus.

7. Recorded.

8. Recorded.

9. & 10. It was explained to the members that as desired in the last meeting the question of continuance of financial assistance to Mahila Mandals was taken up with the Central Social Welfare Board but they are inclined to think that this amount of Rs. 40,000 provided in the stage I block for the Coordinated programme cannot be utilised for giving grants to Mahila Mandals. The latter are only eligible to grants-in-aid like any other private institution and they can apply to State Welfare Boards for the purpose. It was suggested that Welfare Extension Project Centres envisaged in the coordination programme should be set up through the existing Mahila Mandals. Minister (C.D.) observed that the Mahila Mandals could be treated as agents of the Project Implementation Committees for the execution of the Programme. It was desirable that these local organisations should be forstered and entrusted with the responsibility to carry out agreed programmes to the maximum extent possible.

11. & 12. Recorded.

13. There was considerable difference of opinion over the necessity of setting up Sub-Committees at the District level. Minister (C.D.) observed that the District, Planning Committee having jurisdiction all over the District, and in its purview the areas covered by a Welfare Extension Project and this being so it was necessary that it should be associated with the planning and progress of the coordinated program-

me through a Sub-Committee at the district level. Members of Project Implementation Committees could be co-opted in the Sub-Committee. Smt. Renu Chakravarty strongly supported this suggestion and added that besides the Sub-Committee one Women Welfare Officer at the District level should be appointed. Shrimati Mathai and Shrimati Ashok Gupta were of the opinion that as Project Implementation Committees were full-fleldged planning and executive bodies, Sub-Committees at the District level would be superfluous and their creation might lead to complications and controversies. It was decided that the recommendation of the Study team on the point be awaited.

14. & 15. Recorded.

Item No. 2.—Recommendations of the working Group on Industrial Cooperatives regarding Women's Industrial Cooperatives:

While according general approval to the recommendations made in the agenda note for the organisation and promotion of Women's Cooperatives, some members referred to the difficulties being experienc-ed in the functioning of these cooperatives. The following difficulties were particularly mentioned :—

(i) The Government paid staff is withdrawn too early with the re-sult that the functioning of the Cooperatives becomes difficult and they languish. It was realised that in the presence of paid workers the members are prone to leave things to them and cease to take interest themselves but even then it was necessary to continue assistance for some time to enable the cooperatives to stand on their own legs. While it is true that the cooperatives should develop enough resources to be-come self-sufficient to afford the salary of a few paid workers them-selves, the Government assistance in the shape of paid workers should be extended for a period of 3 to 5 years.

(ii) Enough technical guidance was not available to the members of the cooperatives to enable them to discharge their responsibilities efficiently. It was pointed out that there is a Block Extension Officer for Cooperatives besides the District Level Officer who will provide the necessary guidance. The Minister (C.D.) informed the members that besides the working group on Industrial Cooperatives which has brought out its report another working group has been set up to exa-mine all the questions relating to cooperative laws and the difficul-ties that are being experienced and they will also consider the question of education and training of the members.

(iii) Inadequacy of marketing facilities. It was emphasised that the object being to set up cooperatives in every village greater attention will have to be given to the provision of marketing facilities.

(iv) Difficulty was experienced by the members of the cooperative societies in maintaining accounts. It was suggested that the Technical Officers and Auditors should instruct the members regarding proper maintenance of accounts.

Some members felt that when it was intended to set up a cooperative society in each village it was unnecessary to create separate industrial cooperatives. It was, however, pointed out that those societies are mostly agrarian societies and they would not be able to cope with the work connected with the promotion of village industries.

As regards the Ambar Charkha programme the following points were raised :—

(i) It was stated that compared to the number of spinners the number of weavers ready to work with Ambar yarn was much to small. It was proposed, therefore, that as soon as spinners' centres are set up steps should be taken to set up a proportionate number of weaving centres which should be within reasonable distance of parishramalayas. It was further proposed that pattern weaving centres should be opened which should encourage good traditional patterns and designs and that the same housing facilities should be afforded to the Ambar yarn weavers as to the handloom weavers.

In this connection Shrimati Indira Gandhi stressed the necessity of greater coordination among the various All India Boards so that ideas and schemes of one do not clash with those of the others. In particular the schemes of the Handicraft Board should be worked in close collaboration with the Community Development Programme and there should be coordination at the training stage.

Some members suggested that instead of increasing craft teachers Gram Sevikas should be trained to impart training to village women in the various crafts but consensus of opinion was that neither the Gram Sevikas can be properly trained in the various crafts during the period of their training nor can they find time to look after this work properly.

Item No. 3.—Provision of High Schools for girls (at least one per block) with Hostel facilities and free tuition:

It was agreed that it would be ideal if separate high schools for girls could be established but considering the financial limitations it may not be possible to do so in the near future. Even if separate schools upto Middle Standard could be provided it could be a great achievement. It was thought that it would serve the purpose for the present if there could be separate shifts for boys and girls with hostel facilities for girl students.

It was also thought that as a sufficient number of women teachers is not available, "School Mothers" should be appointed in these schools to serve as matrons for the girls.

Item No. 4.—Provision of books to every village library suitable for women and children :

The suggestion was approved.

Item No. 5.—Organisation of Mobile Camps for Rural Women :

The idea of starting such camps was acclaimed but it was thought that the duration of the camps should be limited to 3 to 5 days and each should cover a Gram Sevak circle at the most in the beginning. Eventually some women evincing greater interest and promise can be sent to Camps of longer duration to be organised by some institutions.

Item No. 6.—Provision of special Education facilities for children of Gram Sevikas posted in remote areas :

This was dropped.

Item No. 7.—Compilations of a suitable brochure for Gram Sevikas :

There was considerable discussion over this item but it was agreed that the brochure should be in the nature of a Manual related to the training and job chart of Gram Sevikas. Some members were critical about the propriety of getting such a book prepared by the Ford Foundation. The Minister (C.D.) explained that as the Ford Foundation had been helpful in certain other respect. There was nothing objectionable in it. Besides we should be receptive to new ideas irrespective of the source they come from. It was decided that a small committee consisting of Mrs. Rakhsna Saran, Mrs. P. P. Naidu, Mrs. Devdas and Dr. (Miss) Das should examine the draft in consultation with Miss Molline of the Ford Foundation.

Item No. 8.—Coordination with Health Services in the matter of family planning and milk distribution :

The recommendations made in the agenda note were approved.

Item No. 9.—Problems of Special Areas (Tribal Block etc.) :

The suggestions were approved.

Item No. 10.—Suggestions for conducting special study initiated by the Ministry in regard to :

(a) *Enrolment of girls in schools.*

(b) *Effectiveness of Gram Sevikas.*

(c) *Supplementary Women workers.*

It was considered that the subjects selected for intensified study and the methods proposed to be adopted were appropriate. In regard to "effectiveness of Gram Sevikas" it was suggested that one item *viz.* "to what extent has Gram Sevikas benefitted from the training" be added.

Item No. 11.—*Hindi designation of the block level Extension Officer for Women and Children.*

The members felt that the designation of this functionary should be the same as that of her counterpart in the Welfare Extension Project managed by the Central Social Welfare Board. The designation of 'Mukhya Sevika' was accepted.

Item No. 12.—*How best to promote local organisations of Women and achieve coordination of all local resources.*

The suggestions made in the agenda note were approved. It was emphasised that women S.E.O. should spot out progressive women workers in rural areas, organise camps, set up and assist Mahila Mandals and Cooperatives in each Village.

In the end Minister (C.D.) thanked all the members for attending the meeting and for the valuable suggestions made by them. He appealed to them to select some blocks in order to establish closer contacts with them, see to the activities being carried out in the sphere of Women's programme and communicate their observations to the Development Commissioners concerned as well as to the Ministry. He added that a circular letter will be sent to all the State Governments that the members of his Committee would be occasionally visiting some blocks and they should be given necessary facilities.

LETTER No. 4(3)/58-PRG. I, DATED THE 18TH DECEMBER, 1958, FROM THE GOVERNMENT OF INDIA, MINISTRY OF CNMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS (EXCEPT PUNJAB, NHTA, TRIPURA AND ANDAMAN AND NICOBER ISLAND).

SUBJECT.—*Schemes of prize competition among village level workers and villages sanction of amount.*

I am directed to refer to this Ministry's letter No. 108 (61)/57-Prg.I dated the 22nd August, 1958 and subsequent correspondence on the subject cited above and to convey the sanction of the President to the

expenditure to be incurred during 1958-59 by the State Governments/ Union Territories as per statement enclosed. The mode of payment and accounting of expenditure has already been explained in para No. 2 of the above referred letter.

2. It may be pointed out that the V.L.W. winning a prize at the National Level would not be entitled to State Level prize. Similarly the V.L.W. winning prize at the State Level would not be entitled to a prize at District Level. In order to utilize the amount thus saved by the winning State, it has been decided to award the State Level and District Level prizes to the next best V.L.Ws. The State Governments may please purchase the District and State Level prizes but should not distribute the same till the winners at the State and Naional Levels are selected. It is proposed to distribute the prizes on the Republic Day viz., the 26th January, 1959, if possible.

3. The amounts spent by the State Governments/Union Territories may please be intimated to this Ministry by the *28th February*, 1959 so that the accounts r ay be adjusted before the close of the financial year.

ENCLOSURE

Statement showing Statewise allocation of amounts sanctioned for prize competitions among Village Level Workers and Villages.

Sl. No.	State	No. of Districts	Amount of V.L.Ws	Amount for Villages	Total
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Andhra Pradesh . .	21	4,100	6,000	10,100
2	Assam . . .	12	2,660	3,750	6,410
3	Bihar	17	3,460	5,000	8,460
4	Bombay . . .	42	7,460	11,250	18,710
5	Jammu & Kashmir .	9	2,180	3,000	5,180
6	Madhya Pradesh . .	43	7,620	11,500	19,120
7	Madras . . .	13	2,820	4,000	6,820
8	Orissa	13	2,820	4,000	6,820
9	Mysore . . .	19	3,780	5,500	9,288

1	2	3	4	5	6
			Rs.	Rs.	Rs.
10	Rajasthan	23	4,420	6,500	10,920
11	Kerala	9	2,180	3,000	5,180
12	Utter Pradesh . .	51	8,900	13,500	22,400
13	West Bengal . .	15	3,140	4,500	7,640
14	Delhi	1	160	250	410
15	Himachal Pradesh .	5	800	1,250	2,050
16	Manipur	1	160	250	410
17	N.E.F.A.	5	800	1,250	2,050
		299	57,460	84,500	1,41,960

ADMINISTRATIVE ORGANISATION

D.O. No. 1(3)/60-CDN, DATED THE 20TH JULY, 1960, FROM SHRI B. D. PANDE, JOINT SECRETARY, MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS (BY NAME).

You will recall that at the last Srinagar Conference the problem of coordination of development activities at the block and the village level, the role of the Development Commissioner and the role and functions of the Technical Departments of Government came up at some meetings of the sub-committees, was raised in one of the plenary sessions and was also discussed informally with you. This letter is in pursuance of those discussions in an attempt to examine the prevailing position as it prevails in the different States and to see if any adjustments or changes therein are necessary in the present circumstances.

2. To enable such a review being made I recapitulate very briefly the various communications that have issued from time to time from the Planning Commission or the Community Projects Administration or Community Development Ministry in regard to the role of the Development Commissioner.

3. The earliest letter is of the 25th March, 1952, from the Planning Commission (No. TC/26/52) in which it had been pointed out that the Development Commissioner in a State should be the officer responsible for ensuring coordination at the Headquarters of the State. It was also pointed out that the success of the entire programme of rural development and agricultural production would depend on type of person appointed as Development Commissioner, and his competence as the leader of a Team comprising the various heads of Departments. It was also mentioned therein that the Development Commissioner would have to do a great deal of work in relation to the general development programme of the State.

4. The idea was further developed in the Administrator, Community Project Administration's letter No. PS/Cp-938, dated the 8th October, 1953, in which it had been emphasised that the Development Commissioner should *not* create a Development Agency or Department of his own, but should regard himself as the head of a Team consisting of all Development Departments in the State, so as to ensure that there is coordinated and unified approach by the heads of Departments in the implementation of the Five Year Plan and the activities in the National Extension Blocks and Community Projects.

5. The same idea was reinforced at the Third Development Commissioners' Conference held at Ootacamund in May, 1954, in which

the coordinating role of the Development Commissioner was re-emphasised, and it was further mentioned that he should have sufficient status and powers to direct and coordinate action in the various fields of development. It was also stated therein that the experience of preceding one--and-a-half years had shown that it was undesirable to place the Development Commissioner directly incharge of Departments because this left him too little time for his basic functions which are Planning and Co-ordination.

6. The same idea was again repeated at the 5th Development Commissioners' Conference held at Nainital in May, 1956. It was pointed out there that in those few States where the Development Commissioners have been left to execute the programme as one of his own Department, without adequate assistance, and coordination from other Development Departments, the programme had tended to develop insular in character, and ran the risk of becoming inefficient, and ineffective.

7. The subject again came up for discussion on the 6th Development Commissioners' Conference held at Mussoorie in April, 1957. The suggestions made at that Conference were that the most suitable set up at the State level is where the functions of the Planning Secretary and the Development Commissioner are combined in one person at the apex, supported by two Joint Development Commissioners, one helping in Planning and Coordination at headquarters and the other looking after supervision and coordination in the field.

8. The Balwantrai Mehta Committee also looked into the question, and they recommended that the best arrangement is one where the Development Commissioner is an officer of high seniority and has high enough status so as to function effectively in his role as a Coordinator with other Secretaries and Heads of Development Departments. It was also recommended that the Development Commissioner should also be the Planning Secretary so as to secure maximum coordination. They further stated that the Development Department under the Development Commissioner should be only a Coordinating Department. It was also noted that where the Chief Secretary functioned as Development Commissioner, he should be assisted by an officer of high seniority as Development Commissioner and who can also be designated as *ex-officio* Additional Chief Secretary.

9. Against this broad background has to be examined the question as to what should be the role of the Development Commissioner with regard to the responsibilities that he has to discharge in respect of increasing agricultural production, and the development of basic institutions at the village level, *viz.* the Panchayats and the Cooperatives, along with the general philosophy and approach of Community Development.

10. The other and equally pressing question is the relationship between the Development Commissioner's Department and the Technical Departments of Government. It is essential that not only there should be no restriction on the initiative of the Technical Departments, but in fact, they should play a positive role in the Development programmes, they are expected to be primarily, and fully, responsible for the programme in their field of activity, irrespective of whether it lies within, or outside a block area.

11. In this connection copy of the note which was circulated at the last Srinagar Conference is also enclosed for your information. It would be greatly appreciated if you could kindly let us know what is the exact position prevailing in your State, what are the arrangements that have been worked out, how successful they are considered to be and what modifications and improvements are proposed in the set up in the State. It would be further appreciated if an early reply could be sent.

ENCLOSURE

Role of the Development Commissioners

Certain problems relating to coordination and the role of the Development Commissioner and his organisation need to be examined. It has been emphasised that the Development Commissioner should regard himself as the captain of a team consisting of heads of different development departments in the State. Similar functions, it has been suggested, should devolve upon the District Officer, the Sub Divisional Officer and the Block Development Officer, the Village Level Worker being regarded as the last link in the administrative chain.

Problems which need consideration are the role of the Development Commissioner, *vis-a-vis,* the Community Development Administration and the Planning Department. It is clear that he must be incharge of the Community Development Department but as regards his role with respect of the Planning Department, the position seems to very from State to State. Should the Development Commissioner be a Secretary of some subject matter departments ; if so which ?

The other questions are the relationship between the Development Commissioner's Department and the Technical Department of Government, the relationship between the Technical Heads of Departments and the District Collector and the relationship between the District Technical Heads of Department and the District Collector on the one hand and the B.D.O. on the other. What is the role of the Technical Departments in implementing the Plan not only as part of the Community Development budget but as a whole ?

It is important that not only should there be no restriction on the initiative of the Technical Departments but they should be enabled to play a positive role in the developmental programmes.

The details and problems vary from State to State. It is requested that the present position prevailing in the States be kindly examined and information about the arrangements that exist in your State and whether they are considered to be suitable may be intimated. If any changes are necessary they may also be recommended.

BUDGET

Letter No. 1(1)/X/Bd/58, dated 5th January, 1959, from the Government of India, Ministry of Community Development, New Delhi, to the Development Commissioners of all State Governments and Union Territories (except Orissa).

Subject.—*Utilisation of savings in expenditure on 'Personnel' in meeting the cost of the supervisory staff at the State/District or Sub-divisional level.*

It is noticed that some State Governments are still continuing the practice of financing the cost of the supervisory staff at the State/District or Sub-divisional level from the block budget. In this connection, attention is invited to Second Sub-para of para 7 of the Summary Record of the meeting of the State Development Commissioners held in New Delhi on 5th June, 1957, a copy of which was sent to all the Development Commissioners with this Ministry's letter No. 21 (6)/57-PC dated June 11, 1957. An extract of the aforesaid sub-para is reproduced below :—

"The Conference also reiterated the recommendation of the Mussoorie Conference that the practice of financing the cost of the supervisory staff at the State/District of Sub-divisional level, from the block budget was objectionable in principle and should be stopped, wherever it was prevalent".

In view of the above recommendation, it is not permissible to meet the cost of the supervisory staff at the State/District or Sub-divisional level from the block budget even in cases where such cost can be met out of savings in the block budget after providing for full complement of staff in the block as per schematic staffing pattern. It is, therefore, requested that this practice, wherever it is prevalent, may be stopped.

This supersedes this Ministry's letter No. 1 (4)/Bd/57 dated the 13-7-57.

Letter No. 1(1)(4)/Bd/58, dated 17th January, 1959, from the Government of India, Ministry of Community Development and Co-operation (Department of Community Development), New Delhi, to the Development Commissioner, Political & Services Department, Sachivalaya, Bombay 1.

Subject.—*Community Development—Rural arts, crafts and industries—Inclusion of items of expenditure under non-recurring.*

Will you please refer to your letter No. PRM-1058/56137-V dated the 13th November, 1958? The proposal of the State Government *i.e.*,

that there should be flexibility regarding diversion from the "non-recurring" to "recurring" under the head "Rural arts, crafts and industries", provided the ceiling of the Central share under 'non-loan' expenditure is not exceeded, has been carefully considered. It is felt that if such a flexibility is permitted, there will be certain difficulties in the matter of sharing of expenditure between the States and the Central Government, since the Central share of expenditure of 'non-recurring' is 75 per cent, while that under 'recurring' expenditure is only 50 per cent. Therefore, it is regretted that the proposal of the Bombay Government is not acceptable to this Ministry.

2. However, in order to remove the difficulties in the working of the programme, and to make funds available for certain items of expenditure, there is no objection to the expenditure on such items *e.g.*, purchase of raw materials for training Centres, salary of casual staff, grants for industrial cooperatives etc. being classified as "non-recurring".

LETTER No. 1(1)/XIX/BD/58, DATED 6TH FEBRUARY, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development Programme—Pooling of the Provision under Block Headquarters.*

In continution of paragraph (C) of Annexure II of this Ministry's circular letter No. 1 (1)/Bd/58 dated the 5th May, 1958 (pages 18-19 of the Green Pamphlet), according to which the pooling of expenditure on staff in the blocks was agreed to, it has further been decided to allow pooling of the entire provision of Rs. 3·15 lakhs and Rs. 0·85 lakhs under 'Block Headquarters' respectively in the Schematic Budgets of Stages I & II Blocks, for the State as a whole.

2. However, the pooled provision for any one of the sub-heads as specified under the head 'Block Headquarters' in the respective schematic budgets should not be utilised for purposes other than those for which they are intended and the State Government should also ensure that the normal development programme of an individual block is not affected by such pooling.

Letter No. 1(11)/Bd/58, dated the 18th July, 1959, from the Government of India, Ministry of Community Development and Co-operation (Department of Community Development), New Delhi, to the Development Commissioners of all State Governments (except N.E.F.A.)

Subject.—*Community Development Programme—'Committed' expenditure on the staff on the NES pattern in Stage I and Stage II blocks—Financial assistance from the Central Government during the Third Five Year Plan.*

Will you please refer to para 4 (5) of this Ministry's letter No. CPA/13 (18)/P/56 dated July 10, 1956 (Pink Pamphlet), in which it was intimated that the 'Committed' expenditure on the staff on National Extension Service pattern as defined therein would be shared between the Central and the State Governments on 50:50 basis upto the end of the Second Plan period, subject to the condition that the Central Government's share for all the States would not exceed a ceiling of Rs. 6 crores a year ?

2. At a meeting of the Central Committee held on 18-8-58, it was agreed to examine the question of continuance of the Central assistance in respect of the 'Committed' expenditure on this pattern in the Third Plan, taking into account *inter alia* the revised staffing pattern for Stage II adopted with effect from 1-4-58, which is to be treated as the permanent staffing pattern, as indicated in the Ministry's letter No. 1 (1)/Bd /58 dated 5-5-58 (Green Pamphlet). The question has accordingly been examined in consultation with the Ministry of Finance. In this connection your attention is invited to para 96 of the Finance Commission's Report, 1957, which is reproduced below :

"It was difficult to estimate accurately the addition to the Committed expenditure of the States on account of the Post-intensive, Community Development and National Extension Service Schemes during the period to be covered by our recommendations. We, however, expect that the revenue accruing to the States out of the net proceeds of the estate duty will be sufficient to meet it".

In the light of the views expressed by the Commission, all liability in respect of 'Committed' expenditure in the Third Plan will be entirely borne by the State Governments and no Central assistance will be available for the purpose. The amount of this expenditure will, no doubt, be taken into account by the Finance Commission in making allocation of share of Central Revenues and Taxes to the States.

For the rest of the Second Plan period, the Central assistance on account of the 'Committed' expenditure will, however, be continued on the existing pattern.

3. The receipt of this letter may kindly be acknowledged.

LETTER No. 65(49)/Bd/58, DATED 13TH MAY, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS.

SUBJECT.—*Community Development Programme—Provision for Staff quarters in Rural Housing—Pooling for the State as a whole.*

In continuation of this Ministry's letter No. 1 (1)/XIX/Bd/58, dated the 6th February 1959, permitting the pooling for the State as a whole of the entire provision under block headquarters in the schematic budget, it has since been decided to allow pooling of the provision for 'Housing for Project Staff and Rural Housing' of Rs. 1 lakh in Stage I for the State as a whole. This has been done to facilitate centralised planning for the construction of B.D.O's and V.L.Ws quarters and preparation of type designs by the Rural Housing Cells at the State headquarters. Since the cost of construction is bound to vary from region to region within a State due to rainfall and other factors, it is desirable to utilise the savings from one block towards the extra expenditure in another where it is unavoidable. Any savings, over and above the expenditure on staff quarters in Stage I Blocks, may be utilised for the construction of quarters in Stage II Blocks created as a result of unweildy blocks.

Any other savings out of this pooled amount should be spent in furthering the programme of Rural Housing.

LETTER No. 2(2)-/60-CDN, DATED 22ND JULY, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO ALL STATE PLANNING SECRETARIES.

SUBJECT.—*Block as a Unit of Planning and Development—Preparation of Annual Plans at the District and Block levels.*

The question of treating the Block as a unit of planning and development has been under consideration for some time. In the light of recent discussions the Planning Commission has issued letter No. PC (P) 1 (3)/60, dated the 21st June, 1960, which indicates *inter alia* the steps to be taken by State Governments for preparation of Five Year

Plans from the District and Block levels. In order to secure the implementation of the Plan it will be necessary that annual plans are prepared on the basis of the Five Year Plan for the District and for the Block. The Districts and the Blocks have an important role not only in the preparation of the States' Annual Plans but even more so in their execution. With the progress in the establishment of Panchayati Raj the need for drawing up certain items of the State Plan from below and especially for implementing on the basis of a block as a unit has become particularly urgent.

2. The fields of development which can be assigned for planning at the district and at the block levels have been indicated in the Planning Commission's letter referred to above. The heads of development and the schemes included in the Five Year Plan will enable the State Government to decide the items which can be assigned for inclusion in the Annual Plan at the district and at the block levels. A good test to decide whether a particular scheme should or should not form part of a block plan may be whether its implementation will be the responsibility of the Block authority. The District Plan will include, in addition to all items of the Block Plan, items which are limited in their scope to the concerned District. It will be necessary for the State Government to issue instructions for the preparation of the Block and District level programmes under each head and to designate in cases where there are no Zilla Parishads, Panchayat Samitis or Block Development Committees, the authority responsible for formulating the Plans at the Block and at the District levels.

3. The practice of breaking up the annual State Plan into district plans now exists in almost all States. It is desirable that if possible, in the fields for which District and Block authorities will be responsible, tentative district and block plans should be prepared each year before the State Plan is drawn up for consideration with the Planning Commission. After the outlays and allocations for the annual plan have been indicated, the district and block plans can be revised correspondingly. According to its conditions and administrative practice the State Government can determine whether this course will be feasible at present. In any event, as soon as the discussions between the State Government and the Planning Commission regarding the broad features and dimensions of the State's Annual Plan have been completed, the State Government will be in a position to give an indication to the Districts and through the districts to the blocks, regarding the outlay proposed for district and block plans under each head and the financial and other assistance that may be expected. It is hoped that this will be arranged to be done within a fortnight of the conclusion of the decisions between the Planning Commission and the State Government. A

number of schemes to be implemented at the district and block level depend for their implementation on certain minimum local contributions being obtained. These could also be indicated. Any special problems which the district and block authorities should take into account in formulating their detailed programmes should be specified. On the basis of this information and, taking into account the local resources which the district and block authorities expect to raise, including the utilization of local manpower they could formulate the district and block plans under different heads of development. The district plan will naturally include the block plans as well as items which pertain to more than one block in the district and cannot be appropriately form part of any block plan. In such a scheme, the district and the block authorities should be free to determine the size of the district and block plans so long as the additional resources needed can be raised by them on their own initiative and there is no demand for additional assistance from outside beyond that indicated by the State Government. Responsibility would thus be fully placed on the local authority concerned to organise local manpower to the maximum extent for the social and economic welfare of the Community.

4. The block and district plans thus formulated will be sent to the State Government which, with any modifications that may be necessary will include them as part of the annual plan of the State.

5. Corresponding to the annual block plan there will be a financial statement. This will be in two parts : A—Receipts, and B—Expenditure.

6. *Receipts* :—These will comprise the following :

(i) Financial provisions in the schematic budget.

(ii) Financial provisions from Departmental budgets for items to be executed through the Block organisation.

(iii) Resources raised by Panchayat Samitis under powers conferred by legislation, including statutory grants, *e.g.*, share of land revenue, local cess etc.

(iv) Estimated value of public contributions in labour and/or money or in kind expected to be secured for activities within the Block plan.

The estimated value of public contribution may require further clarification. Where a work is carried out on an individual basis, *e.g.*, when a loan and/or subsidy is given to an agriculturist to sink a well, the value of the effort made by the agriculturist will not constitute public contribution and cannot be treated as a 'Receipt'. Where, however, a work is undertaken directly by a Panchayat or Panchayat Samiti or

Block and the total expenditure thereon is intended to be met partly from the funds of the authority and partly by public contributions in labour and/or money, it is but reasonable to take the value of the latter into account as "Receipts" making a corresponding provision for expenditure also. The receipts will of course have to be shown in the financial statement for the village or the block according as the work is organised by the Panachayat or by the Panchayat Samiti. As most of such work will be organised at the village level, the 'Receipts' of the Panchayat Samiti may not give an indication of the popular effort in the Block area. It would, therefore, be necessary to have an explanatory memorandum attached to the financial statement of receipts and expenditure, indicating the value of the local public effort. If a State desires to indicate the value of an individual's effort for his own benefit in a State assisted scheme *e.g.*, sinking of a well, it may be done separately in the Statement and not mixed up with 'Local public effort'.

7. *Expenditure.*—The expenditure side of the financial statement for the block will have provisions corresponding to those described above under receipts. The expenditure statement will itself be in two parts—Part I and Part II. Part I would relate to the minimum programme of the Block for the coming year and should be based on the actual expenditure during the previous year and estimated expenditure for the current year in respect of existing staff and committed expenditure on maintenance and on works under progress. As far as expenditure from out of the schematic budget is concerned, the estimated percentage of *pro rata* target expenditure expected to be incurred in the blocks in the first stage as given at page 15 of the Green Book can be referred to for guidance, and it may be assumed that the 5 year provision for "Agriculture, Minor Irrigation, Animal Husbandry, Fisheries" will be increased to Rs. 4·5 lakhs with suitable reductions under other heads.

8. Part II of the Block Plan would consist of new schemes proposed to be executed with the assistance of the schematic budget and departmental budgets and other sources. All schemes which are intended for implementation, subject to the availability of funds, would be included in Part II.

9. For preparing the Block Plan, proforma used for preparing the annual plans for submission to the Planning Commission as also for obtaining date from subordinate officers for preparation of annual budget could be used with suitable modifications. A time schedule corresponding to the States' time schedule for the preparation of the Annual Budget and Annual Plan would also be necessary. It may be also necessary to send extracts of the Block Plan relating to each Development Department to the Controlling Officers, so that they could take the prepared expenditure into account in forwarding their Plan proposals to Government.

10. It is requested that State Governments will initiate preliminary action between the date the State Budget is finalised and it is presented to the State Legislature so that the detailed Plan for the State and the various provisions made in the Budget are intimated to the District Collectors for communication to the Block Development Officers on the day the budget is presented to the State Legislature. This would enable the blocks to know the likely provision made in the State Budget for the various schemes in the Block programme with greater certainty. It may be indicated to the District Collectors and B.D.Os that the proposals are to be treated as only provisional and that no expenditure as proposed, could be incurred till the Budget is passed and the Appropriation Bill becomes Law. Soon after the Appropriation Bill is passed, District Collectors and Controlling Officers will no doubt be authorised to incur expenditure as proposed in the Budget.

11. On receipt of information regarding the provisional allotment of funds for the coming year, the Block Plan would be revised in the light of that information. Generally there will be no change in Part I of the Block Plan and modifications, if any, will be only in respect of Part II. The revised budget will have to be scrutinized again and approved by Panchayat Samitis or the Block Development Committees and finalised in accordance with procedure prescribed, if any, under the appropriate law.

12. The extent to which the BDO is a Drawing and Disbursing Officer for various development departments of Government differs from State to State. It will be appreciated that for the successful working of a scheme of the above nature, the B.D.O. must be the Drawing and Disbursing Officer for all schemes for which responsibility for execution is assigned by the State Government to the Block organisation, and therefore falls, within the Block Plan. The N.D.C., the Government of India and the State Governments have agreed that subject to guidance and supervision by Government the ultimate responsibility of the implementation of the development programme should be that of the Block Development Committee (or Panchayat Samiti) and that this policy should be followed progressively to a greater and greater extent in the States. It is hoped that State Governments will take steps to implement these decisions and entrust the B.D.O. with suitable powers accordingly.

13. It is requested that the States will consider the above suggestions and issue detailed instructions to their officers, keeping in mind local conditions and the provisions of the Panchayati Raj Legislation. Copies of instructions issued by State Governments to their subordinate officers may be sent to the Planning Commission and the Ministry of

Community Development for information. It is hoped that the instructions will be issued in time for implementation at the time of preparing the Annal Plan for 1961-62.

14. The receipt of this letter may please be acknowledged.

Letter No. 4(7) (IX)/59 Prg. II, dated the 27th November, 1959, from the Government of India, Ministry of Community Development & Co-operation (Department of Community Development), New Delhi, to the Special Officer, Government of Bombay, Political and Services Deptt., Sachivalaya, Bombay.

Subject.—*Grant of susidies for 'Cooperation'.*

I am directed to refer to your letter No. COP. 1359/42008 dated the 4th September, 1959, on the subject noted above, and to say as under :—

A provision of Rs. 2 lakhs in the schematic budget of the Multi-purpose Blocks is meant for augmenting the funds normally available for Cooperative Development and not for replacing expenditure of a committed nature. Subsidy may be given out of this provision to the Cooperative Societies which are not assisted according to the normal programme, *i.e.*, societies other than Service Co-operatives, Credit Unions or Making Societies, for the following purposes :—

(1) for Managerial Staff—the subsidy should be the actual cost of the staff employed. It should be limited to a period of say five years and should be progressively reduced.

(2) for construction of Godowns—75 per cent subsidy may be given and the balance can be given by the State Government as a loan from their own budget.

(3) for contribution to societies (other than service cooperatives in which Government is not to participate as a share holder) or members to enable them to purchase the required number of shares.

(4) for Debt-relief measures.

(5) for granting additional assistance, where needed, for service co-operatives where the normal provision of Rs. 900 is not found adequate.

(6) for covering the risks involved in the transactions of societies undertaken for the economic advancement of the tribals.

As regards your proposal for granting subsidy in the case of stage I and stage II Blocks, it may be stated that there is no provision for Cooperation in these blocks and as such, the question of grant of subsidy therefor does not arise.

Letter No. 2(III)/1/Bd/60, dated the 15th July, 1960, from the Government of India, Ministry of Community Development & Co-operation (Department of Community Development, New Delhi, to the Development Commissioners of all States and Union Territories.

Subject.—*Main Recommendations and Conclusions of the Annual Conference on Community Development held at Srinagar from 6th to 11th June 1960—Provision of loan for industries in Stages I and II blocks in the Third Five Year Plan.*

Please refer to this Ministry's letter No. 9 (10)/60-CDN dated the 25th June, 1960, forwarding a copy of the 'Main Recommendations and Conclusions' of the Annual Conference on Community Development held at Srinagar.

2. According to para. 3·17 of the recommendations pertaining to agenda item II, a loan provision of Rs. 30,000 is to be made for credit to artisans for capital and revolving expenditure in each Stage I and Stage II block. Out of this provision a sum of Rs. 15,000 in each case is expected to be provided by the Ministry of C&I and the balance of Rs. 15,000 in respect of each Stage I & II blocks is to be met from block funds. In this connection a reference is invited to this Ministry's letter No. 65 (65)/Bd/58 dated 29-10-58 according to which funds required for granting loans to the trained artisans out of block budget for the purpose can be provided by diversion from the head 'Housing for Project Staff and Rural Housing'. In the event of such diversion, only the resultatnt provision under the latter head in Stage I blocks will be available for pooling for meeting expenditure on Housing schemes. However, in the case of the blocks where such diversion is not feasible, keeping in view the requirements of funds for Housing Schemes, diversion may be made from the non-loan provision available under the head 'Rural Arts, Crafts and Industries'.

3. It is requested that the action taken by the State Governments/ Union Administrations to implement the decision may be intimated to this Ministry at an early date.

LETTER NO. 2(III)/1/Bd/60, DATED THE 13TH JULY, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT, NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES AND UNION TERRITORIES.

SUBJECT.—*Main Recommendations and Conclusions of the Annual Conference on Community Development held at Srinagar from 6th to 11th June 1960—Revision of the schematic budget for the Third Five Year Plan.*

Please refer to this Ministry's letter No. 9(10)/60-CDN dated the 25-6-60, forwarding a copy of the 'Main Recommendations and Conclusions' of the Annual Conference on Community Development held at Srinagar.

2. In this connection, your attention is invited to para 11·3 of the recommendations wherein it was recommended that the provision for 'Agricultural Development, Minor Irrigation and Land Improvement' should be combined, increased and fixed at Rs. 4·5 lakhs. The total provision under the corresponding heads in the existing schematic budget of Stage I block is Rs. 3.90 lakhs. As indicated in the model schematic budget on page 40 of the recommendations, which is split up into 4 sub-divisions under Groups I to IV, the increase of Rs. 60,000 in the provision under the aforesaid combined head is to be met by a suitable reduction in the provisions under Groups I & IV. It has been decided that for this purpose a cut may be made in the provision under Group I or Group IV or both depending on the conditions prevailing in the various States. This will, however, be subject to the condition that the overall ceilings for (i) other than loan expenditure and (ii) Centre's share of such expenditure are not exceeded and that the cut in the provision under Group I does not result in deviation from the approved staffing pattern for Stage I blocks. This Ministry may be informed of the details of the cut proposed to be made by the States in the light of these instructions.

3. In pursuance of the recommendation in para 17.17 *ibid* the name of the Head has been changed to 'Agricultural Development including Animal Husbandry and Fisheries, Minor Irrigation and Land Improvement' as indicated in the model budget referred to above under Group II, with a view to ensure utilisation of funds provided under that Head, for Fisheries schemes also in blocks where there are facilities for fish culture.

4. Further, in accordance with the recommendation in para 2.6 *ibid*, a minimum of two thirds of the total provision of Rs. 4.5 lakhs under the aforesaid combined Head *viz.*, Rs. 3.0 lakhs should be earmarked for Minor Irrigation except in areas where this is not considered desirable or necessary due to varying local conditions. This

minimum provision is intended to meet the cost of Minor Irrigation schemes including subsidy on loans admissible under the GMF Rules and will consequently comprise both loan and non-loan expenditure according to the requirements of each block. The balance of the loan/non-loan provision will thus be available for all the other schemes falling under that Head.

5. It is requested that the action taken by the State Governments/Union Administrations to implement these decisions may please be intimated to this Ministry at an early date.

ALLOTMENT OF BLOCKS

Letter No. 30(27)/58-PC, dated the 23rd March, 1959, from the Government of India, Ministry of Community Development & Co-operation (Department of Community Development, New Delhi, to the Development Commissioners of Andhra Pradesh, Assam, Bihar, Bombay, Madhya Pradesh, Madras, Orissa, Punjab, Uttar Pradesh, West Bengal, Kerala, Mysore, Rajasthan, J. & K. Himachal Pradesh, Manipur, Tripura & Naga Hills Tuensang Area.

Subject.—*Community Development Programme—Pre-extension work in First Stage Blocks for* 1960-61 (*April Series*).

Will you please refer to this Ministry's letter No. 30 (27)/58-PC dated 18-12-58 regarding tests of self-reliance and self-help?

2. The number of blocks to your State for the year 1960-61 (April Series) is indicated in the attached list. The number of pre-extension blocks eligible for conversion into Stage I is also indicated therein. Pre-extension work may be taken up with effect from April, 1959, incurring expenditure up to a ceiling of Rs. 18,800 per block, as per details given in annexure IV of Green Pamphlet, subject to the availability of the minimum fully-trained complement of staff.

3. The suggestions made by this Ministry from time to time, for selecting blocks may please be kept in view. The decision of the Central Committee regarding certain norms of pereformance for selecting areas for pre-extension work, as well as for conversion of blocks into Stage I, was communicated in this Ministry's letter referred to above. The present allotment is made subject to the condition that the conversion, or selection of new blocks is made on the basis of such tests. As already indicated, there is no objection to adopting alternative norms with reference to the special conditions obtaining in any particular area.

4. Names of the areas selected for the location of the blocks, pre-extension and Stage I, against this allotment may please be intimated to this Ministry together with the proposed dates on which pre-extension work is to commence in the block or the dates of the formal opening of the blocks in Stage I.

5. Detailed particulars, in the prescribed proforma, regarding the blocks may be forwarded as soon as the pre-extension work is taken up.

6. The receipt of this letter may kindly be acknowledged.

ENCLOSURE

Allotment of First Stage Blocks for 1959-60 (*April Series*) *and Pre-extension Blocks for* 1960-61 (*April Series*)

S. No.	State	No. of Stage I blocks by conversion from pre-extension Blocks	No. of Pre-extension Blocks for 1960-61 (April series)	Remarks
		1959-60		
1	2	3	4	5
1	Andhra Pradesh	13	18	
2	Assam	5	5	
3	Bihar	17	23	
4	Bombay	..	27	
5	Madhya Pradesh . .	11	15	
6	Madras	10	13	
7	Orissa	9	12	
8	Punjab	6	7	
9	Uttar Pradesh . . .	28	36½+½*	*For adjustment of additional ½ block allotted for Bairut Block.
10	West Bengal . . .	11	15	
11	Kerala	4	5	
12	Mysore	8	5+5**	**For adjustment of additional 5 blocks owing to the bifurcation of Doddaballapur, Chintamani, Hospet Khanapur and Bagalkote Blocks.

1		2	3
13	Rajasthan	9	8
14	Jammu & Kashmir	6	..
15	Himachal Pradesh	..	1
16	Manipur	..	1
17	Tripura	..	1
18	Naga Hills & Tuensang Area	..	2
		137	194½+5½

LETTER NO. 153(10)/57-PC, DATED 1ST APRIL 1959, FROM THE GOVERNMENT OF INDIA MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATE GOVERNMENTS/UNION TERRITORIES.

SUBJECT.—*C. D. Programme—Extension of the period of operation of a Block—utilisation of stage I funds along with stage II Funds.*

Will you please refer to para 5 of the note appended to this Ministry's letter No. 1 (1)/Bd/58 dated the 5th May, 1958 (Green Pamphlet)? It has been stated therein that the scheduled period of operation of a Stage I block has been fixed at 5 years, but extension of the period of operation, wherever necessary, would be freely given up to one year.

2. The position regarding unspent funds in Stage I has been further examined, and the following conclusions have been reached. In case of availability of substantial unspent funds in Stage I, State Governments may, according to the circumstances of each block :—

(i) ask for extension of period up to one year subject to the availability of sufficient funds *both* under "Loan" and "Non-loan" from the C.D./Stage I block budget. In such cases, utilisation of Stage II funds during the extended period does not arise and will not be permissible as the Block would continue to be in Stage I.

(ii) ask for reversion to Stage II, with permission for utilisation of Stage II funds along with Stage I or CD funds. In such a case, the utilisation of Stage I/CD funds will be restricted to one-sixth of the total schematic budget or the actual unspent amount available, whichever is less.

3. It is requested that State Governments while sending proposals, may kindly continue to furnish full details of the unspent funds available both under "Loan" and "Non-loan" categories.

4. It may please be noted that cases in respect of which extensions have already been allowed should not be reopened.

D.O. No. 23(29)/59-PC, DATED 11TH JULY, 1959, FROM SHRI B. R. TANDON, I.C.S., SECRETARY TO THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS.

As you are aware the COPP Study Team in its report commented adversely on the shortage of trained staff of all categories in the blocks, and therefore, recommended that this programme should be staggered suitably. It was accordingly decided to cover the entire country by blocks by 1963 instead of 1961. This was accepted and we have introduced the pre-extension period of one year for each block. The importance of blocks being adequately staffed was again reiterated in the staff Conference of Development Commissioners held in June, 1957. Besides, in a number of circulars from this Ministry, especially in circular No. 30 (26)/58-PC dated the 2nd December, 1958, it was requested that at the time of conversion of blocks into Stage I there should be trained staff in position at least of the pattern of Stage II. We have been strongly and repeatedly criticised in Parliament and elsewhere on this account, and since a programme such as ours is tremendously handicapped without the positioning of trained staff in time and since it has been found that the shortages continue in a chronic fashion, this Ministry has with the utmost reluctance been compelled to take the following decisions :—

(1) Henceforward no pre-extension block will be allotted to any State until *all the existing blocks* have the full complement of the minimum staff, namely B.D.Os Gram Sevaks and Agricultural Extension Officers with *jurisdiction exclusively concurrent with the blocks.* A statement of the staff in position in these categories may kindly be furnished to this Ministry by 1st September, 1959, in order to finalise the allotment of pre-extension blocks for October 1959.

(2) No pre-extension block will be allowed to be converted into Stage I unless, in addition to the minimum staff stated above (i) Extension Officer (Cooperation), (ii) S.E.O. or Panchayat Officer and (iii) Extension Officer Rural Engineering (Overseer) are available for each one of the Stage I and Stage II blocks. A statement to this effect may also be furnished to this Ministry before 1st September, 1959, to finalise the conversion of blocks to Stage I.

(3) No further allotments of pre-extension blocks will be made or conversion into Stage I allowed from April 1, 1960 onwards unless in all the blocks under operation (whether pre-extension, Stage I or Stage II) fully trained staff as detailed above is in position.

(4) Most of the States/Administrations are behind the schedule in respect of the training of their Block Development Officers as also other Block Level functionaries *vis-a-vis* the number of Blocks allotted to the States/Administrations. The Training Centres meanwhile are not running to their full capacity resulting in wastage of training facilities. I would, therefore, urge upon you to take immediate steps to work out a phased programme not only to get the backlog of untrained personnel trained quickly, but also to provide for the training of personnel in future well in advance of the starting of Blocks.

(5) Towards this purpose this advance intimation has been given to enable States to set in motion all necessary steps to recruit and train the staff referred to. It has been suggested already that there should be a reserve list of trained B.D.Os, so that vacancies as and when they arise, can be filled up. Should there be any local shortage of any particular category of personnel, steps may be taken to recruit them from the neighbouring States and this Ministry's help in this direction will be readily forthcoming.

6. The latter may kindly be acknowledged.

LETTER NO. 23(29)/59-PC, DATED 24TH SEPTEMBER, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA PRADESH, MADRAS, MYSORE, UTTAR PRADESH, MADHYA PRADESH, BIHAR, AND RAJASTHAN.

SUBJECT.—*Community Development Programme—Pre-Extension Blocks and conversion of pre-extension blocks into Stage I blocks, October,* 1959, *series.*

The question of allotment of blocks for October, 1959, series has been carefully examined in the light of your reply to this Ministry's D.O. letter No. 23 (29)/59-PC dated the 11th July, 1959, and Blocks have been allotted to your State as indicated in the attached list.

2. The allotment is made subject to the following conditions :—

(i) The selection of new blocks, as also conversion, should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958, regarding self-reliance and self-help on the part of the people.

(ii) In the interests of the rapid increase in food production, State Governments should give the highest priority to the location

of Blocks allotted for the October series or to be allotted in the remaining period of the Plan in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain fall and in which intensive work is to be undertaken.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view, *viz.*—

(a) New blocks should be contiguous to existing blocks so as to form a compact unit,

(b) Blocks should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres, and similar institutions,

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes.

(d) Each District in the State should receive adequate coverage.

3. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) and Village Level Workers, in the existing blocks by April, 1960, failing which allotment of new blocks in the April, 1960 series, will not be made. In the case of Extension Officers (Cooperation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

4. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may please be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

ENCLOSURE

Allotment of Blocks—October, 1959 Series.

Name of the State	No. of new Pre-extension Blocks	No. of Stage I Blocks by conversion of pre-extension blocks.
1	2	3
1. Andhra Pradesh	18	13
2. Assam	5	5

1	2	3
3. Bihar	23	17
4. Madhya Pradesh	15	9
5. Madras	13	10
6. Mysore	10	7
7. Kerala	5	4
8. Orissa	12	9
9. Uttar Pradesh	37	28
10. West Bengal	15	11
11. Rajasthan	8	3

LETTER NO. 23(29)/59-PC, DATED 24TH SEPTEMBER, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ASSAM, KERALA, ORISSA AND WEST BENGAL.

SUBJECT.—*Community Development Programme—Pre-extension Blocks and conversion of pre-extension blocks into Stage I blocks, October* 1959 *Series.*

The question of allotment of blocks for October, 1959, series has been carefully examined in the light of your reply to this Ministry's D.O. letter No. 23 (29)/59-PC dated the 11th July, 1959, and Blocks have been allotted to your State as indicated in the attached list. The State Government has reported the following (as per list attached) shortage of personnel in their existing Blocks.

The present allotment of blocks is made on the distinct understanding that the State Government will take effective steps to make up the shortages immediately and information sent to this Ministry not later than 31-10-1959 that the staff is in position or that posting orders to fill the vacancies have been issued.

2. The allotment is made subject to the following conditions :—

(i) The selection of new blocks as also conversion should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958, regarding self-reliance and self-help on the part of the people.

(ii) In the interests of the rapid increase in food production, State Governments should give the highest priority to the location of Blocks allotted for the October series or to be allotted in the remaining period of the Plan in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain fall and in which intensive work is to be undertaken.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view *viz.*—

(a) New blocks should be contiguous to existing blocks so as to form a compact unit ;

(b) Blocks should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres, and similar institutions;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes.

(d) Each District in the State should receive an adequate coverage ;

3. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

4. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) and Village Level Workers, in the existing blocks by April, 1960, failing which allotment of new blocks in the April, 1960 series will not be made. In the case of Extension Officer (Cooperation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

5. It will be appreciated that the Government of India have been constrained to make some relaxations to meet the wishes of the State Government. It will help all round, if it is clearly understood that no such relaxations will be possible for the future allotments from April, 1960 and that no new Block will be opened or converted unless the basic minimum staff with adequate training is in position to work the programme. At this end there will be no difficulty in providing training facilities for your full requirements. Advance action on your part will save future disappointments.

ENCLOSURE

Allotment of Blocks—October, 1959 Series.

Name of the State	No. of new Pre-extension Blocks	No. of Stage I Blocks by conversion of pre-extension blocks
1	2	3
1. Andhra Pradesh	18	13
2. Assam	5	5
3. Bihar	23	17
4. Madhya Pradesh	15	9
5. Madras	13	10
6. Mysore	10	7
7. Kerala	5	4
8. Orissa	12	9
9. Uttar Pradesh	37	28
10. West Bengal	15	11
11. Rajasthan	8	3

Shortage of Staff

	Assam	Kerala	Orissa	West Bengal
1. Block Development Officers	3	2	40	14
2. Extension Officer (Agri.)	2	2	11	39
3. Gram Sevaks	39	..	..	..
4. Extension Officers (Co-operation).	..	6	5	2
5. Social Education Organisers Extension Officers (Panchayats).	9	7	..	..

LETTER NO. 23(29)/59-PC, DATED 28TH SEPTEMBER, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE ASSISTANT SECRETARY, TRIPURA ADMINISTRATION, PLANNING DEPARTMENT, AGARTALA.

SUBJECT.—*Community Development Programme—Pre-extension Blocks October, 1959, series.*

The question of allotment of blocks for October, 1959, series has been carefully examined in the list of your reply to this Ministry's D.O. letter No. 23 (29)/59-PC dated the 11th July, 1959 and one block for pre-extension work from October, 1959 has been allotted to Tripura Administration.

2. The allotment is made subject to the following conditions :—

(i) The selection of new block, should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958, regarding self-reliance and self-help on the part of the people.

(ii) In the interests of the rapid increase in food production, Administration should give the highest priority to the location of Block allotted for the October series or to be allotted in the remaining period of the Plan in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain fall and in which intensive work is to be undertaken.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view *viz.,*

(a) New block should be contiguous to existing blocks so as to form a compact unit,

(b) Block should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres, and similar institutions ;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes.

3. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) and Village Level Workers, in the existing blocks by April, 1960, failing which allotment of new blocks in the April, 1960 series, will not be made. In the case of Extension Officers (Cooperation), where the

training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

4. Name of the area selected for the location of the pre-extension block against this allotment may please be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

LETTER No. 23(29)/59-PC, DATED 28TH SEPTEMBER, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, MANIPUR ADMINISTRATION, PLANNING DEPARTMENT, IMPHAL.

SUBJECT.—*Community Development Programme—Pre-extension Blocks and conversion of Pre-extension Blocks into Stage I Blocks, October, 1959, Series.*

The question of allotment of blocks for October, 1959 series has been carefully examined in the light of your reply to this Ministry's D.O. letter No. 23 (29)/59-PC dated the 11th July, 1959 and one block for pre-extension work as also one block for conversion from October, 1959 has been allotted to Manipur Administration.

2. The allotment is made subject to the following conditions :—

(i) The selection of new blocks as also conversion, should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-P.C. dated December 18, 1958, regarding self-reliance and self-help on the part of the people.

(ii) In the interests of the rapid increase in food production Administration should give the highest priority to the location of Block allotted for the October series or to be allotted in the remaining period of the Plan in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain fall and in which intensive work is to be undertaken.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view, *viz.*—

(a) New blocks should be contiguous to existing blocks so as to form a compact unit ;

(b) Blocks should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres, and similar institutions ;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes.

3. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) and Village Level Workers, in the existing blocks by April, 1960, failing which allotment of new blocks in the April, 1960 series, will not be made. In the case of Extension Officers (Cooperation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

4. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may please be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

LETTER No. 23(29)/4/59-PC, DATED 7TH OCTOBER, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF BOMBAY, POLITICAL AND SERVICES DEPARTMENT, SACHIVALAYA, BOMBAY.

SUBJECT.—*Community Development Programme—Pre-extension Blocks and conversion of pre-extension Blocks into stage I Blocks, October, 1959 Series.*

The question of allotment of blocks for October, 1959, Series has been reconsidered in the light of your d.o. letter No. COP-4059-X dated the 26-9-1959. 27 Pre-extension blocks and 21 Stage I blocks from October, 1959) have now been allotted to your State. You have reported the following shortages of personnel in the existing blocks.

(i) Block Development Officers	2
(ii) Gram Sevaks	174
(iii) Extension Officers (Agriculture)	32
(iv) Extension Officers (Cooperation)	11
(v) S.E.O./Panchayat Officers	24

You have also stated that you are issuing orders to the Commissioners to effect transfers to fill up all these posts, and allow vacancies to continue only in State's pre-extension blocks. The present allotment of blocks is accordingly made on the understanding that you will send information to this Ministry not later than 31-10-1959 that the staff is in position or the posting orders to fill the vacancies have been issued.

2. The allotment is made subject to the following conditions :

(i) The selection of new blocks as also conversion should be made on the basis of the norms suggested in this Ministry's letter

No. 30(27)/58-PC dated December 18, 1958, regarding self-reliance and self-help on the part of the people.

(ii) In the interests of the rapid increase in food production, State Governments should give the highest priority to the location of Blocks allotted for the October series or to be allotted in the remaining period of the Plan in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain-fall and in which intensive work is to be undertaken.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view *viz.*—

(a) New blocks should be continguous to existing blocks so as to form a compact unit ;

(b) Blocks should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres, and similar institutions;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes ;

(d) Each District in the State should receive an adequate coverage ;

3. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

4. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) and Village Level Workers, in the existing blocks by April, 1960, failing which allotment of new blocks in the April, 1960 series will not be made. In the case of Extension Officer (Cooperation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

5. It will be appreciated that the Government of India have been constrained to make some relaxations to meet the wishes of the State Government. It will help all round, if it is clearly understood that no such relaxations will be possible for the future allotments from April, 1960 and that no new Block will be opened or covered unless the basic minimum staff with adequate training is in position to work the programme. At this end there will be no difficulty in providing training facilities for your full requirements. Advance action on your part will save future disappointments.

LETTER NO. 23(29)/59-PC, DATED 9TH DECEMBER, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF PUNJAB, DEVELOPMENT & PANCHAYAT DEPARMENT, CHANDIGARH.

SUBJECT.—*Community Development Programme—Pre-extension blocks and conversion of pre-extension blocks into Stage I Blocks, October,* 1959 *Series.*

The question of allotment of blocks for October, 1959 series has been carefully examined in the light of your reply *vide* your telegram No. ECD I 59/141074 dated December 4, 1959 and 7 blocks for pre-extension work as also 6 blocks for conversion with effect from October, 1959 have been allotted to Punjab State. These blocks will start functioning from 1st January, 1960.

The State Government has reported shortages of personnel in the existing blocks specially in the category of B.D.Os. The present allotment of blocks is made on the distinct understanding that the State Government will take effective steps to make up the shortages immediately and information sent to this Ministry not later than 1-1-60 that the staff is in position or that posting orders to fill the vacancies have been issued.

2. The allotment is made subject to the following conditions :—

(i) The selection of new blocks as also conversion should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958, regarding self-reliance and self-help on the part of the people.

(ii) In the interests of the rapid increase in food production, State Governments should give the highest priority to the location of Blocks allotted for the October series or to be allotted in the remaining period of the Plan in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain-fall and in which intensive work is to be undertaken.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view, *viz.*—

(a) New blocks should be contiguous to existing blocks so as to form a compact unit ;

(b) Blocks should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres, and similar institutions;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes.

(d) Each District in the State should receive an adequate coverage.

3. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

4. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) and Village Level Workers, in the existing blocks by April, 1960, failing which allotment of new blocks in the April, 1960 series will not be made. In the case of Extension Officer (Cooperation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

5. It will be appreciated that the Government of India have been constrained to make some relaxations to meet the wishes of the State Government. It will help all round, if it is clearly understood that no such relaxations will be possible for the future allotments from April, 1960 and that no new Block will be opened or converted unless the basic minimum staff with adequate training is in position to work the programme. At this end there will be no difficulty in providing training facilities for your full requirements. Advance action on your part will save future disappointments.

LETTER NO. 23(32)/59-PC(BD), DATED THE 28TH MARCH, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ANDHRA PRADESH, MYSORE, UTTAR PRADESH, MADHYA PRADESH, KERALA, ORISSA, MANIPUR AND RAJASTHAN.

SUBJECT.—*Community Development Programme—Allotment of Pre-extension blocks and conversion of pre-extension blocks into Stage I blocks for April, 1960 series.*

The question of allotment of blocks for April, 1960 series has been carefully examined in the light of your reply to this Ministry's letter of even No. dated the 13th February, 1960 and blocks have been allotted to your State as indicated in the attached list.

2. The allotment is made subject to the following conditions :—

(i) The selection of new blocks, as also conversion, should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958, regarding self-reliance

and self-help on the part of the people. This was also endorsed at the Staff Conference of Development Commissioners held in January, 1960. The recommendations made therein may be given effect to.

(ii) In the interest of rapid increase in food production State Government should give the highest priority to the location of blocks alloted for the April series or to be allotted in the remaining period of the Plan in paddy/wheat areas of the State which have secure irrigation facilities or adequate rain-fall and in which intensive work is to be undertaken. In this connection a reference is also invited to this Ministry's letter No. 28(40)/59-PC(BD) dated 19-11-59 regarding location of blocks in the areas commanded by major or medium irrigation Projects.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view,*viz.*—

(a) New blocks should be continguous to existing blocks so as to form a compact unit.

(b) Blocks should be located round about Agriculture/Veterinary Colleges and Extension Training Centres, and similar institutions.

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderance of backward classes.

(d) Each District in the State should receive adequate coverage.

3. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers (Cooperation) Extension Officers (Agriculture) and Village Level Workers, in the existing as also the proposed new blocks for April 1960. In the case of Extension Officers (Cooperation) and where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

4. Names of the areas selected for the location of the blocks, both Pre-extension and Stage I, against this allotment may please be intimated to this Ministry, together with detailed particulars in the prescribed proforma. While communicating the names of Pre-extension as well as converted Stage I, blocks, it may specifically be mentioned that in selecting the sites, State Governments have satisfied themselves about the fulfilment of the norms of self-help and self-reliance.

ENCLOSURE

Allotment of Blocks—April, 1960 Series.

Name of the State	No. of new Pre-extension blocks	No. of Stage I Blocks by conversion of Pre-extension blocks
1	2	3
1. Andhra Pradesh	22	18
2. Madhya Pradesh	18	15
3. Mysore	12	10
4. Kerala	7	5
5. Orissa	16	12
6. Uttar Pradesh	46	34
7. Rajasthan	10	8
8. Manipur	1	1

LETTER No. 23(32)/59-PC(Bd), DATED THE 2ND APRIL, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE ASSISTANT SECRETARY, PLANNING DEPARTMENT, TRIPURA ADMINISTRATION, AGARTALA.

SUBJECT.—*Community Development Programme—Allotment of pre-extension blocks and conversion of pre-extension blocks into Stage I blocks for April, 1960 Series.*

The question of allotment of blocks for April, 1960 series has been carefully considered in the light of your letter No. F. 49 (1)-PLAN/60 dated the 16th March, 1960. One pre-extension block and one Stage I block have now been allotted to your territory from April, 1960.

2. The allotment is made subject to the following conditions :—

(i) The selection of new block as also conversion should be made on the basis of the norms suggested in this Ministry's letter No.

30(27)/58PC., dated the December, 18, 1958, regarding self-reliance and self-help on the part of the people. This was also endorsed at the staff conference of Development Commissioners held in January 1960 and the recommendations made in the conference in this regard may be given effect to.

(ii) In the interest of rapid increase in food production, State Government should give the highest priority to the location of blocks allotted for the April series in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain-fall and in which intensive work is to be undertaken. In this connection a reference is also invited to this Ministry's letter No. 28(40)/59-PC(Bd) dated 19-11-59 regarding location of blocks in the areas covered by major and medium irrigation projects.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view, *viz.*:—

(a) New blocks should be contiguous to existing blocks so as to form compact unit;

(b) Blocks should be located round about Agriculture/Veterinary Colleges, and Extension Training Centres and similar institution ;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderence of backward classes;

3. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may please be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

4. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, E. O. (Agri.) Extension Officers (Co-operation) and Village Level Workers, in the existing blocks.

In the case of Extension Officer (Co-operation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

LETTER NO. 23(32)/59-PC(Bd), DATED 4TH APRIL, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEPUTY SECRETARY TO THE GOVERNMENT OF PUNJAB, DEVELOPMENT AND PANCHAYAT DEPARTMENT, CHANDIGARH.

SUBJECT.—*Community Development Programme—Allotment of Pre-extension blocks and conversion of pre-extension blocks into Stage I blocks for April,* 1960 *Series.*

The question of allotment of blocks for April, 1960 series has been carefully considered in the light of your D.O. letter No. 1285-PPO-60/20518 dated the 28th. March, 1960. 9 pre-extension blocks and 7 Stage I Blocks have now been allotted to your State from April, 1960.

You have stated that the orders of postings to fill up the vacancies of B.D.Os are going to be issued before April 1, 1960. The present allotment of blocks is accordingly made on the understanding that information to the effect that the staff in question is in position in all the existing blocks and also in the pre-extension blocks now allotted is furnished to this Ministry as soon as the orders are issued and not later than the end of April, 1960 at the latest.

2. The allotment is made subject to the following conditions :—

(i) The selection of new blocks as also conversion should be made on the basis of the norms suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958, regarding self-reliance and self-help on the part of the people. This was also endorsed at the staff conference of Development Commissioners held in January, 1960 and the recommendations made in the conference in this regard may be given effect to.

(ii) In the interest of rapid increase in food production, State Government should give the highest priority to the location of blocks allotted for the April series in paddy and wheat areas of the State which have secure irrigation facilities or adequate rain-fall and in which intensive work is to be undertaken. In this connection a reference is also invited to this Ministry's letter No. 28(40)/59-PC(Bd) dated 19-11-59 regarding location of blocks in the areas commanded by major and medium irrigation projects.

(iii) The suggestions made by this Ministry from time to time for selecting blocks may please be kept in view, *viz.*—

(a) New blocks should be contiguous to existing blocks so as to form a compact unit ;

(b) Blocks should be located round about Agriculture/Veterinary Colleges and Extension Training Centres, and similar institutions ;

(c) Preference should be given to areas comprising Gramdan villages, and other areas where there is a preponderence of backward classes ;

(d) Each District in the State should receive an adequate coverage ;

3. Names of the areas selected for the location of the blocks, both pre-extension and Stage I, against this allotment may be intimated to this Ministry, together with detailed particulars in the prescribed proforma.

4. Steps should be taken to train the untrained Block Development Officers, Social Education Organisers, Extension Officers, (Agriculture), Extension Officers (Cooperation) and Village Level Workers, in the existing blocks. In the case of Extension Officer (Cooperation), where the training period is longer, a report that the officers have gone for training would be taken as meeting this requirement. This Ministry will give all possible assistance by way of providing training facilities for all such untrained personnel.

LETTER NO. 23(34)/59-PC(Bd), DATED 8TH APRIL, 1950, FROM THE GOVERNMENT OF INDIA MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF UTTAR PRADESH, LUCKNOW.

SUBJECT.—*Allotment of additional 9 Stage I blocks in the Indi-Tibetan Border region in Uttar Pradesh.*

Will you please refer to Shri M. Mukerji's D.O. letter of even No. dated the 2nd March, 1960, on the above subject ? The position has been reconsidered. In view of the exceptional circumstances, this Ministry agrees to the allotment of 9 additional blocks for the border districts of Uttar Pradesh at Stage I blocks without any pre-extension phase with effect from 1-4-60. The question whether the revised N.E.F.A. as indicated on pages 33 to 35 of the 'Green Pamphlet' (revised edition) should be adopted for the said border districts or the normal pattern should be adopted has been left to the discretion of the State Government. It is regretted that the State Government's suggestion to divert the loan provision of Rs. 3 lakhs from irrigation and Reclamation for advancing loans to traders and setting up industries cannot be accepted, as there is ample scope for agricultural and horticultural schemes in the hilly areas, as already explained in Shri Mukerji's D.O. letter referred to above.

2. Names of the areas selected for the location of the Stage I blocks against this allotment and also the pattern adopted for these blocks may please be intimated to this Ministry together with detailed particulars in the prescribed proforma.

3. The allotment of these additional blocks is subject to the usual condition that the essential block staff will be in position when the Blocks are opened. Further, as these additional blocks were not taken into account in fixing the annual allocation for State Plan Schemes for the year 1960-61, the State's share of expenditure anticipated to be incurred thereon in that year will have to be met, as usual, from the resources assured to be raised by the State Government on the basis of which the annual allocation was fixed and the Centre's share of such expenditure will be met within the over-all ceiling for central assistance for the State Plan Schemes approved for the State as a whole for that year.

LETTER NO. 30(28)/58-PC(BD), DATED 11TH APRIL, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, HIMACHAL PRADESH ADMINISTRATION, (PLANNING & DEVELOPMENT DEPARTMENT), SIMLA-4.

SUBJECT.—*Allotment of one additional Stage I block with a sub-block for Chini area with effect from 1st April* 1960.

Please refere to your letter No. Plan. 21-75/59 dated the 19th March 1960, on the above subject. In view of the position explained therein, this Ministry agrees as a special case to the allotment of one additional stage I block with a sub-block for Chini area with effect from 1st April, 1960, without any pre-extension phase. This allotment is made on the understanding that information to the effect that the staff is in position in all the existing blocks including the blocks now allotted is furnished to this Ministry by the end of April, 1960 at the latest.

2. As regards the request of the Administration for additional provision of Rs. 2·37 lakhs for the aforesaid sub-block to meet the cost of the staff, it is regretted that this cannot be agreed to and the position already stated in para 3 of this Ministry's letter of even No. dated November 2/3, 1959 will hold good.

3. As the expenditure anticipated to be incurred during the year 60-61 on this additional block as well as the sub-block is not likely to be appreciable, it may be met from the existing budget provision in the Area Demand by reappropriation. Further, if it is not possible to accommodate this expenditure within the annual plan allocation for the C.D. Programme for 60-61 approved by the Planning Commission,

as indicated in para 6 of your letter under reference, steps may be taken to regularise the excess over the approved allocation in due course in accordance with the prescribed procedure.

4. Detailed particulars of the block as well as the sub-block in the prescribed proforma may also please be furnished.

LETTER No. 30(28)/58-PC(BD), DATED 2ND JUNE, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEPUTY DEVELOPMENT COMMISSIONER, HIMACHAL PRADESH ADMINISTRATION, (PLANNING & DEVELOPMENT DEPARTMENT) SIMLA-4.

SUBJECT.—*Allotment of one Stage I block with a sub-block for Chini area with effect from 1st April,* 1960.

Please refer to your D. O. letter No. 14-1/60-Plan dated 4th May, 1960 on the above subject. In view of the position explained therein this Ministry agrees as a special case to the allotment of another Stage I block with a sub-block (in addition to one already allotted, *vide* this Ministry's letter of even number dated 11th April, 1960) for Chini area with effect from 1st April, 1960 without any pre-extension phase. This allotment is made in lieu of the April, 1960 allotment under the phased programme and on the distinct understanding that the new block will actually be opened only when the requisite staff is available after having made sure that all the existing blocks are essentially and fully staffed.

2. As regards the request of the Administration for treating this block and sub-block in addition to the approved overall number of 36 blocks and two sub-blocks, it may be pointed out that after an "on the spot" study of the situation this Ministry agreed to the redelimitation of the entire territory of Himachal Pradesh into 36 blocks and two sub-blocks, as against 34 blocks according to the original phasing indicated in the Green Pamphlet. The formation of the new border district within the existing territorial jurisdiction of the Administration does not normally justify increase in the aforesaid overall ceiling of 36 blocks with two sub-blocks. It is, however, requested that necessary data regarding area, number of villages and population etc. in the proforma prescribed in the Ministry's letter No. 1(11)/P-55 dated 31st January, 1956 in respect of all the blocks affected by the reorganisation may be furnished for a proper examination of the proposal. Pending decision on this question, the allotment of new blocks for the Kinnaur district may be treated as part of the regular allotment made to Himachal Pradesh to be adjusted against the overall number of 36 blocks and 2 sub-blocks.

3. No additional financial provision will be allowed for the sub-block which will be treated as a component of stage I Block for monetory purposes in view of the fact that the stage I Block will have less than the normal population coverage. Further, having regard to the special conditions obtaining in the border district, there will hardly be full scope for spending the loan and non-loan provision for Irrigation and Agriculture schemes in the two new blocks including the sub-blocks, and on the other hand more funds will probably be required under communication. Similarly, it is doubtful whether full staff on the normal staffing pattern prescribed for a stage I block will be necessary for the blocks in this district. The standard schematic budget of a stage I block will thus have no application to these blocks and it is, therefore, suggested that a revised schematic budget for these two blocks including the sub-blocks within the overall maximum of the All India Schematic budget as also a separate staffing pattern within the overall schematic ceiling for expenditure on personnel may be prepared by the Administration to suit the local needs to enable this Ministry to consider its adoption for the blocks in question.

4. As the expenditure anticipated to be incurred during the year 1960-61 on this additional block as well as the sub-block is not likely to be appreciable, it may be met from the existing budget provision in the Area Demand by reappropriation. Further, if it is not possible to accommodate this expenditure within the annual plan allocation for CD programme for 60-61 as approved by the Planning Commission, steps may be taken to regularise the excess over the approved allocation in the due course in accordance with the prescribed procedure.

5. Detailed particulars of the block as well as the sub-block in the prescribed proforma may also please be furnished separately.

6. In this connection a reference is also invited to Shri Sankaran's D.O. letter No. 23 (32)/59-PC (BD) dated March 17, 1960, to which a reply is still awaited. The question of the conversion of the pre-extension block of April 59 series into stage I block with effect from April 60 will be considered on receipt of a reply which may please be expedited.

BLOCK PERSONNEL

33—2 C. D. & C./61.

D.O. No. 84/Bd/58, dated the 14th April, 1959, from Shri B. R. Tandon, Secretary to the Government of India, Ministry of Community Development & Co-operation (Department of Community Development), New Delhi, to all Development Commissioners.

Subject.—*Strength of Gram Sevaks in each Block.*

As you know, the National Development Council in May, 1958, considered the recommendation made by the COPP Team regarding increase in the number of Gram Sevaks from 10 to 20 per block and agreed that there should be no rigid requirement that every block must have 20 village level workers, that the number may have to vary according to requirements and conditions in blocks, and that State Governments should be requested to examine the administrative and financial aspects of such increase. In the schematic budget of a block the existing strength of 10 Gram Sevaks has, therefore, been retained. Subsequently, the Agricultural Personnel Committee of the Planning Commission examined this question and made the following observations in their Report :—

"*Jurisdiction of village level worker.*

3.14. We feel that with the present jurisdiction of 10 villages, a multi-purpose village level worker cannot discharge his duties in relation to agricultural Extension and the agricultural production programme adequately. Some degree of personal contact between the extension agent and the farmers is essential for effective Extension work, and such contact cannot be established and maintained with the present large jurisdiction. In this we are supported by the experience of countries like Japan, U.K. and Holland, which have highly developed Extension Services and where very high yields are now being obtained as a result of sustained application of scientific techniques. In Japan, for instance, the Extension agent has a jurisdiction of roughly 500 to 600 holdings ; in Scotland, it is only 200 holdings, in the Netherlands about 400. In all these countries, the agricultural extension agent at the farm level has to deal with a better educated farming community and is concerned only with the work of agricultural Extension, and has nothing to do with distribution of any supplies, grant of subsidies, or other responsibilities of a business or a regulatory nature. The village level worker in India is a Multi-purpose worker with a wide range of duties, and the number of individual farmers to be contacted is very large owing to the small size of holdings in India. There are also other difficulties, such as lack of village communications. An appropriate charge for a village level worker may be 5 villages of 500 to 600 farms. We have taken note of the fact that similar views have been expressed by the Study Team on Community Projects and National Extension Service".

2. We feel that, though so large an increase as 100 per cent in the strength of Village Level Workers may not be feasible in the near future, there is certainly a need to increase the strength of Gram Sevaks in each block by 20 per cent *i.e.*, from ten to twelve in order to enable a programme of intensive work in agriculture being undertaken in specific areas, namely, areas which have been brought under irrigation recently. Such an increase would also provide for some training and leave reserve, the lack of which has been pointed out by Development Commissioners on several occassions as a serious handicap in the operation of the block programme. We feel that this 20 per cent increase in the block strength of Village Level Workers should be incorporated in the block schematic budget in the Third Five Year Plan.

3. I shall be grateful if you will kindly consider the implications of this proposal with special reference to the financial liability on the part of the State Government, and communicate your views by 15th May, 1959, so that we may take up the necessary consequential arrangements, namely, finance, training, etc.

LETTER NO. 1(8)/59-PC, DATED 13TH JULY, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS.

SUBJECT.—*Block development Officers—incentives for work selection grade posts—creation of.*

Will you please refer to this Ministry's letter No. 3 (7)/58-Trg. II, dated the 12th February 1958, requesting the State Governments to enlarge the junior administrative cadre of the State services to include all Block Development Officers' posts ? The problem of providing adequate incentives to the BDOs to overcome any tendency to revert to their parent departments for the sake of promotions has been engaging the attention of this Ministry. Since it has been decided that there should not be a separate cadre for B.D.Os and the intention is to transform the existing administrative services into development services, it becomes all the more necessary to create a certain percentage of Selection Grade Posts for BDOs for the State as a whole. The number of such posts to be created may be decided by each State Government taking into consideration the total number of blocks into which the State has been delimited. The pay-scales of this Selection Grade Post should naturally be higher than the present pay-scale of the BDOs *i.e.*, Rs. 250-400 and slightly lower than the grade State Civil/Administrative Service. Promotions of BDOs to these posts would naturally depend upon their meritorious service as well as seniority.

2. The receipt of this circular may kindly be acknowledged.

LETTER No. 10/32/59/OT, DATED THE 11TH AUGUST, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/CHIEF COMMISSIONERS OF ALL STATES/ADMINISTRATIONS.

SUBJECT.—*Pre-institutional training of Block Development Personnel and apprenticeship after training.*

I am reproducing below recommendations of the Conference of the Principals of Orientation Training Centres held at New Delhi during June, 1959 on the above subject :—

"(i) In case of direct recruits there is need for pre-institutional training of the Block Development Officers and Extension Officers. Such persons should work for at least 15 days in villages under the supervision of the Block Staff and acquire full knowledge of village conditions before coming to the Orientation Training Centres.

(ii) Block Development Officers and Extension Officers recruited directly, on completion of training in the Orientation Training Centres should work as apprentices for a period of 3 months under the guidance of competent block staff and only thereafter they should be put on normal assignments".

2. This Ministry has been stressing in the past that Block Level Personnel should have some field experience before being deputed for training. This suggestion was made to help them to get acquainted with field conditions, with the programme and its problems. This Ministry fully endorses the recommendations of the Principals Conference made above and it is requested that State Governments/Administrations may kindly take steps to implement the same. This Ministry may be informed of the action taken at an early date.

D.O. No. PS/CDM-488/59, DATED THE 14TH AUGUST, 1959, FROM SHRI S. K. DEY, UNION MINISTER FOR COMMUNITY DEVELOPMENT & CO-OPERATION, NEW DELHI, TO ALL CHIEF MINISTERS (BY NAME).

You are no doubt aware of the frequent complaints that are being made all round, of a decline in the quality of work in the Community Development Blocks in the country and an increasing trend of routinisation which has been creeping into the programme. There is a basic element of truth in these complaints. One of the main causes leading to this situation, we find, is the shortage even in the minimum essential staff manning the Community Development Blocks.

This question was discussed in the Central Committee some time ago. Prime Minister who presided, was emphathetic in his demand that it was for more to the interest of the Government as also to the programme, to cover a smaller area well and thoroughly than to expend the programme without the support of adequate staff in the Blocks and the facilities for supervision. In the Parliament also this question came up again and again, and members have been keen equally that no new Blocks should be opened regardless of other consideration, unless the basic minimum staff with adequate training, is there to work the programme. I had had personally to give an assurance to the Parliament that this desire of the House would be honoured.

I am attaching to this a letter which was issued in this connection by my Secretary to the Development Commissioners about a month ago. I realise the difficulties that may face a State Government because of the failure to open new blocks as programmed. I am sure, however, that with a determined drive the minimum staff prescribed can be placed in position. It is in this matter that I would seek your assistance. As you are aware, I am always tried to avoid troubling you except when I find myself rather helpless.

With kind regards.

D.O. 1(76)/59-Prg., I, dated the 4th December, 1959, from Shri B. R. Tandan, Secretary, Ministry of Community Development & Co-operation, New Delhi, to all Development Commissioners (expect Assam).

You may be interested to see the enclosed copy of a letter which I have written to the Development Commissioner, Assam. I might add that we are proposing to include as an item in the Staff Conference of Development Commissioners in January 1960 the question how best to secure the future of the Gram Sewak while retaining his multi-purpose character and at the same time the special emphasis on his work in the field of agriculture.

Copy of the D.O. No. 1(76)/59-Prg. I, dated the 4th December, 1959, from Shri B. R. Tandan, Secretary, Ministry of Community Development & Co-operation, New Delhi, to the Development Commissioner of Assam State.

When you were in Delhi on the 30th November you had discussions separately with the Minister and with me about a proposal which you said was under the serious consideration of the Government of Assam. It was understood that the proposal was to place all V.L.Ws.

on the cadre of the Department of Agriculture. We have given our careful consideration to the question and I have also had the benefit of a further discussion with the Minister. I am desired to write and inform you that this Ministry find it clearly impossible to consider such a proposal.

2. From the very beginning the Community Projects Administration has been emphasising the necessity of a coordinated and uniform approach to the village and the block by teams of officers at the block and district level headed by the B.D.O. and the Collector. In this connection I might draw your attention to a D.O. No. PS/CP-938 dated 8th October, 1953, from the Administrator Community Projects Administration to all Chief Secretaries to State Governments. Some of the points emphasised in that letter were that for the purpose of bringing about coordination at different levels there should be a single line organisation consisting of :—

Chief Secretary and/or Development Commissioner.

District Officer.

Sub Divisional Officer.

Block Development Officer.

Village Level Worker.

The V.L.W. was to be multipurpose representative of the Development Departments *vis-a-vis* the village. He was to be regarded as the last link in this administrative chain and to be treated as a part of the district Administration and not of any separate Department. You will appreciate therefore why this Ministry cannot agree to any proposal to take the VLW out of district Administration and put him on the cadre of any individual Development Department whether it be Agriculture, Cooperation, Education or Health. As a part of the District Administration his services are available to all these Departments though of course according to the current instructions he must spend at least 80 per cent of his time on duties relating to the field of agriculture in its wider sense including minor irrigation, animal husbandry, cooperation etc. You will recollect that the question came up for discussion at the National Conference of Community Development at Mysore in July and the Conference confirmed that the VLW must retain his multipurpose character. I need hardly add that with the rapid advances being made in the direction of democratic decentralisation it is all the more important to retain the V.L.W's position unimpaired as the common agent of the Block Panchayat Samiti in his own circle. In brief the proposal stated to be under the consideration of the Assam Government threatens to undo at one stroke all the work of the CPA

and of this Ministry in the direction of a coordinated impact on the rural areas by all the Development Departments headed and supported by the administrative agency. I may add that for broadly the same reasons as have been indicated above this Ministry would equally oppose the proposal for dividing the V.L.Ws. in a block on a functional basis by assigning to some of them the work relating to agriculture and earmarking the rest for all other functions minus agriculture.

3. It was understood that the main reason behind the proposal was the desire to facilitate promotion of good Gram Sevaks to the post of Sub Inspectors in the Department of Agriculture. We feel that it is possible to secure their eligibility for such promotion by administrative instructions without necessarily putting them on the cadre of the Agriculture Department. We have already in the letter of 8th October, 1953, quoted earlier suggested to State Governments the desirability of keeping the following avenues of promotion open to outstanding Gram Sevaks :

(a) S. E. O.

(b) Extension Officer (Industries),

(c) Extension Officer (Cooperation),

(d) Extension Officer (Panchayats),

(e) Extension Officer (Agriculture),

(f) Extension Officer (Animal Husbandry).

In our letter dated the 8th September, 1958, we further suggested that State Governments might examine the desirability of allocating for V.L.Ws a definite quota of these posts. This recommendation is being followed by most of the States without any difficulty whatsoever. Many if not all, State Governments also have a selection grade for V.L.Ws. Also, according to the scheme of giving higher training to V.L.Ws., selected V.L.Ws. will be enabled with the aid of stipends to qualify themselves at an Agricultural College for appointment as Extension Officers (Agr.) or Animal Husbandry. In brief, the current system ensures eligibility for promotion to a number of posts under different departments instead of restricting the field to a single department.

4. During the forthcoming Staff Conference of Development Commissioners in January 1960 we shall propose for discussion the question how best to secure the future of the Gram Sevak while retaining his multi-purpose character and at the same time the special emphasis on his work in the field of agriculture.

D.O. No. 1(76)/59-Prg. I, dated the 24th December, 1959, from Shri B. R. Tandan, Secretary, Ministry of Community Development & Cooperation, New Delhi, to all Development Commissioners.

I am writing in continuation of my D. O. letter No. 1(76)/59-Prg. I, dated December 4, 1959. A meeting of the Central Committee on Community Development was held on the 16th December to consider *inter alia* the report of the United Nations Mission for the Evaluation of Community Development headed by Mr. M. J. Coldwell. In paragraph 194 of their report the Mission pointed out that the Village Level Worker has to cover 2,000 or more farm families and has 64 different obligations to fulfil in a wide variety of fields, the Mission pointed out the difficulty of achieving a task of this magnitude. A copy of the brief summary recorded of the discussions in the Central Commitee presided over by the Prime Minister, on this point is enclosed. You will observe that the Central Committee definitely turned down the suggestion that a percentage of the Village Level Workers should be transferred to the Department of Agriculture. The Central Committee emphasised that such a step would under-mine the very basis of the C.D. Programme which is that of an integrated multipurpose approach particularly at the village level. I am again to make it clear that partitioning of the Village Level Workers by transferring some of them to the control of the Department of Agriculture is unacceptable to the Government of India. There is of course no objection to the partitioning of the time of the Village Level Worker and that is why job charts are being drawn up as decided at Mysore. We are quite willing that the job charts are drawn up in such a way as to secure that the Village Level Worker does in fact devote about 80 per cent of his time to agriculture, which term has to be understood in its wide sense as including irrigation, cooperation, animal husbandry and fisheries.

Enclosure

Work load of V.L.Ws.

Minister (Community Development and Co-operation) explained that it had already been suggested to the State Governments to reduce the quantum of work devolving on the Village Level Workers and to define their duties in greater detail. Revised job charts were under preparation by State Governments under which the Village Level Worker will be required to concentrate on the programme in the field of Agriculture and devote about 80 per cent of his time to agriculture and allied activities, such as Animal Husbandry, Minor Irrigation and Co-operation. In future, the Village Level Workers will not be required to attend to the work of small savings campaign, rural life insurance, census, elections etc. Minister for Agriculture suggested that a better solution would be to transfer 80 per cent of the Village Level Workers

to the Department of Agriculture. The Suggestion was not accepted, as it would undermine the very basis of the C. D. Programme, Prime Minister and Deputy Chairman briefly indicated some of the reasons for retaining the present structure.

LETTER NO. 2(11)/59-PRG. I, DATED THE 16TH JANUARY, 1960, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS/UNION TERRITORIES.

SUBJECT.—*Staffing pattern in Blocks—appointment of Extension Officers for subjects other than provided in the staffing pattern.*

This Ministry has received requests from some State Governments regarding appointment of Extension Officer (Fisheries) in lieu of Extension Officer (Animal Husbandry) in blocks which have shown extensive interest in fisheries. This question has been carefully examined and it has now been agreed, as a special case, that in coastal blocks and in blocks where fisheries is the predominant occupation and where there is not much scope for the normal programme under 'Animal Husbandry', Extension Officer (Fisheries) may be appointed in the place of Extension Officer (Animal Husbandry).

LETTER NO. F. 10/6/59-Trg. I, DATED THE JANUARY, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS/CHIEF COMMISSIONERS OF ALL STATE GOVERNMENTS/ADMINISTRATIONS.

SUBJECT.—*Training of non-officials at orientation training centres.*

You are aware that the association of non-officials and officials in the training courses at the Central Institute of Study and Research in Community Development has proved useful both to the officials and non-officials. This association has been extended to the training courses run at the Orientation Training Centres also. Non-officials like M.L.As (preferably Members of the Informal Consultative Committee of the State Legislature) and Presidents of Block Panchayat Samitis/Block Development Committees are being allotted seats in the Orientation and Study Courses run at the Orientation Training Centres. If Panchayati-Raj is to be established on a sound basis, it is of the utmost importance that proper understanding of the relation between officials

and non-officials at all levels and of the role of each is inculcated through training courses at different levels.

2. The next Study Course at the Orientation Training Centres will commence on 1-2-1960 for a three-week period; the allotment of seats has already been communicated to you under this Ministry's letter of even number dated the 16th December 1959. The number of seats for non-officials allotted to your State for the next and ensuing Orientation Courses in Orientation Training Centres will be intimated to you in due course.

3. In order that the non-officials who participate in these courses do not run out of pocket, this Ministry has agreed to meet the expenses on their travelling to and from the Training Centres ; also Compensatory Allowance of Rs. 100 per month is paid to each non-official trainee while undergoing training at the Orientation Training Centres. The medium of instruction in these courses is English ; as such only those non-officials may please be deputed who have a good working knowledge of that language.

4. I am writing this letter to you in order to make two specific requests. The first is that, in all States where Panchayati-Raj has been introduced, you will kindly make every effort to see that as large a number as possible of Pradhans (Presidents of Block Panchayat Samitis) are sent to these Study and Orientation Courses against your quota of non-officials. If you require more seats to be allocated for this purpose, kindly let me know so that your increased requirements can be kept in view when allotments of seats are made for the future courses.

The second request, which applies to all States, is that you may kindly pay some personal attention to ensure that the *full quota* of seats allotted to non-officials in your State for any Study/Orientation Course is actually utilised.

5. The serious problem of recurring shortfalls in the utilisation of seats in our Training Centres has, I have no doubt, engaged the attention of Development Commissioners. So far as the quota for officials are concerned, the position is expected to show improvement when the training reserve sanctioned in this Ministry's letter No. 13/1/60-Trg. II dated the 13th January, 1960 is in position. But even as regards the utilisation of non-official quota, our brief experience so far has been far from satisfactory. I would earnestly request you to do some constructive thinking as to what positive steps are called for to attract the selected non-officials to our training courses. With your positive

co-operation, I am confident that we shall be able to solve this problem so that not only are seats allotted in adequate numbers to non-officials but these are also fully utilised.

LETTER No. 23(32)/59-PC(BD), DATED THE 28TH MARCH, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONER, GOVERNMENT OF WEST BENGAL, DEPARTMENT OF C.D. & EXTENSION SERVICE, RAJ BHAVAN, CALCUTTA.

SUBJECT.—*C.D. Programme—Allotment of Pre-extension blocks and conversion of Pre-extension blocks into Stage I blocks for April, 1960 Series.*

Please refer to your letter No. 2013-CDP/3T-86/59 dated February 23, 1960 on the above subject. You have reported the following shortage of personnel in the existing blocks :—

B.D.O.—1.

E.O. (Agri.)—31.

S.E.O.—12.

Overseers—23.

No doubt you have stated that requisition for BDOs has already been placed with the Home (G. A.) Department who recruit this category of officers and that as regards E.O. (Agri.) selection of candidates is being made by the State P.S.C. and the posting will be made as soon as the selection is finalised. In view however, of the assurance given to Parliament and to the Central Committee that no new blocks will be allotted to any State unless the minimum basic staff is available the allotment of Pre-extension blocks to West Bengal for April 1960 will be considered after this Ministry is informed definitely that the requisite number of BDOs and E.O. (Agri.) are actually available to man the new blocks.

As regards the conversion of the 15 Pre-extension blocks allotted in April 1959 into Stage I blocks with effect from 1-4-60, this Ministry agrees to the aforesaid conversion subject to the condition that these blocks should satisfy the norms of self-help and self-reliance as suggested in this Ministry's letter No. 30 (27)/58-PC dated December 18, 1958 before the blocks are actually converted and this Ministry be informed accordingly.

LETTER No. 12/67/60-TI, DATED THE 22ND JUNE, 1960, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS OF ALL STATES.

SUBJECT.—*Constitution of a committee to assess the working of Block Staff.*

There has been increasing criticism of the quality and performance of the officers working in the Blocks. This has been voiced in Parliament and in the legislatures. The U.N. Evaluation Team also observed that the result of expansion of the programme has been the creation of "an army of officials drawn from a number of existing technical and administrative departments with no experience of the new multipurpose community development approach to village problems". In their opinion "it seems desirable in the present condition of the programme to weed out inefficient and undesirable personnel which, in some States, is estimated at as much as 25 per cent of the total, and also to strengthen supervision and provide better in service training".

2. It is felt that the time has come for an evaluation of the quality and performance of field staff so that the exact places where inefficiency is located are brought to light and remedial action taken.

3. Accordingly it is proposed to set up a Committee for this purpose consisting of one senior officer each from this Ministry and from the Ministry of Food and Agriculture, and the Development Commissioner of the State concerned. For the present, only work of the B.D.Os and that of the Agricultural Extension Officers of the Blocks will be examined by the Committee. Since it will not be possible to do this in respect of all the Blocks it is proposed to select only 10 per cent of the Blocks in each State or 10 Blocks in a State, whichever is more, selected at random. It is not proposed to lay down any rigid methods of examination or scrutiny but the Committee will be expected to evaluate the performance and efficiency of the officers with respect to the needs of the Community Development Programme and make recommendations to improve their efficiency.

4. It is presumed the State Government will have no objection to nominate you on the Committee and that the full particulars of the officers, their confidential reports, etc. will be made available to them.

5. An early reply is requested so that the Committee can be formally constituted.

[illegible] 1961 about the [illegible] Ministry of Communications [illegible]

[illegible]

[illegible] working of the [illegible]. [illegible]

[illegible] in the present conditions [illegible] defections and undesirable [illegible] as much as [illegible]

[illegible] and remedial action taken.

[illegible] one year after each period [illegible] Post and Telegraphs [illegible] for the period [illegible] it will not be possible to do this [illegible] is proposed to select only 10 per cent. [illegible] in a State, which [illegible] the Committee will be able to [illegible] and efficiency [illegible] with regard to the [illegible] machinery and make [illegible] to improve their efficiency.

[illegible] It is proposed [illegible] will [illegible] the Committee and that the full facilities of the [illegible] inspection reports, etc. will be made available to them.

[illegible] is requested to [illegible] that the Committee may be [illegible]

[illegible]

PUBLICITY

Letter No. 6(5)(1)/59-Prg. II, dated the 30th March, 1959, from the Government of India, Ministry of Community Development and Co-operation (Department of Community Development), New Delhi, to the Development Commissioners of all States & Union Territories.

For some time this Ministry has been engaged in focussing attention on the use of indigenous materials for organising exhibitions in the rural areas. By virtue of our own experiments, we have brought out a publication on this subject entitled 'Organising Exhibitions in Rural Areas', a copy of which is enclosed herewith. I wish to draw your attention to the possible usage of such materials when exhibitions are organised by your department in the Community Development areas. However, the book is not the last word on the subject but I wish to emphasise that there should be many more such materials which could be available in the rural areas which may be handy and can contribute while displaying the visual materials. Suggestions and views will be welcome which I shall try to incorporate in the next issue of this publication.

This Ministry also envisages to organise a Workshop for the SEOs who will be given training and guidance in handling and using indigenous materials for organising exhibitions in the rural areas. The dates and venue of the Workshop will be communicated to you separately.

Kindly acknowledge receipt.

Letter No. 5(27)/59-Pub. dated the 5th May, 1960, from the Government of India, Ministry of Community Development and Co-operation (Department of Community Development), New Delhi, to the Development Commissioners of all State Governments.

Subject.—*Regional Language Edition of "Panchayati Raj" Journal.*

In pursuance of the recommendations of the National Conference on Community Development held at Mysore in July, 1959, it has been decided that the monthly journal 'Gram Sevak' at present being published at the Central Level be re-titled as "Panchayati Raj". It has also been decided to change its content and emphasise so that it may reflect the feelings, aspirations and achievements of the common people in the new concept of our Panchayati Raj in which non-officials and people's institutions are to play a predominant role. The journal will be so designed as to be educative about the programme to the field workers and will contain a discussion and documentation of

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events at the national level. It will primarily be addressed to Pradhans, Pramukhs, Sarpanches and other non-officials connected with the Community Development Programme.

It will be realized that unless the journal is reproduced in respective regional languages, it will not serve much purpose. With this end in view, it is considered necessary that the State Governments will bring out the monthly journal, "Panchayati Raj" in their respective regional languages. The regional language issue which might normally consist of about 32 pages may be divided into two parts of 16 pages each. For the first part, the State Governments will utilise the material contained in the "Panchayati Raj" journal which will continue to be published for the time being by Government of India in English and Hindi languages with the present distribution order. When the material for the Central level journal "Panchayati Raj" goes for printing, a copy thereof will be simultaneously sent to all the State Governments for adaptation and translation into respective regional languages. The second part of the regional language issue of the journal will be produced by the State Governments themselves. It should portray the day to day problems of the primary field workers besides acting as a forum to them where they could contribute letters and articles containing their experiences and problems and reflect the local controversies, methods and procedures. It is expected that the *Panchayati Raj* in the regional language shall not exceed 32 pages, divided equally between State and all-India items, and that the initial print order of each language journal shall not exceed 5,000 copies.

It has also been decided that the Government of India will subsidise the cost of production of the regional language issues of "Panchayati Raj" to the extent of 50 per cent. As the regional language journal will be a priced publication, the entire revenue from the sale-proceeds thereof will be retained by the State Governments. It is suggested that the sale price of the journal in the regional language may be fixed at 10 nP. per copy in order to make it available to the villagers at a popular price. Similarly revenue from commercial advertisements connected with our programme, if any, will also accrue to the State Governments.

Necessary provision will be made in the budget 1960-61 under Demand No. 7 by re-appropriation for meeting the Centre's share of the cost of production of the regional language journals.

State Governments are requested to initiate action so that the publication of regional language issue will start as early as possible. The next issue of "Gram Sevak" is being re-titled with the revised content and emphasis.

MISCELLANEOUS

Letter No. 6(1)(II)/58-Prg. II, dated the 7th Feb. 1959, from the Government of India, Ministry of Community Development and Co-operation (Department of Community Development), New Delhi, to the Development Commissioners, all State Government.

Subject.—*Co-ordinated programme for women and children.*

I am directed to invite a reference to this Ministry's letter of even number dated 4-8-58 on the above subject and to say that as a result of further discussions with the Central Social Welfare Board it has been decided that Welfare Extension Projects of the Coordinated pattern for the welfare of Women and Children may be started in the remaining C.D. Blocks of April and October, 1957 series only if the following conditions are fulfilled :—

(a) An assurance from the Block Development Officers that the full provision of Rs. 40,000 is available in the Block Budget for the project programme.

(b) A definite commitment has already been made by State Board and preliminary arrangements, like survey of the Project area, formation of the Project Implementing Committee etc. have been completed.

(c) Prior approval of the Central Board is obtained.

It is requested that the remaining C.D. Blocks of April and October, 1957 series which fulfil these conditions may kindly be immediately selected in consultation with the State Social Welfare Board so that there might be no further delay in starting the Coordinated programme in them. In other C.D. Blocks which do not fulfil these conditions the programme for women and children will be implemented through the Block Agency as hitherto.

In conjunction with the State Social Welfare Board may also be kindly made to start the coordinated programme as early as possible in the new Stage I Blocks allotted in April, 1958, in which the programme has not been started so far.

Copy forwarded to Central Social Welfare Board for favour of issuing instructions to State Welfare Boards to immediately finalise the selection of the remaining C.D. Blocks with fulfil the necessary conditions in consultation with the Development Commissioners as also ensuring that the coordinated programme is started in all the Stage I Blocks allotted in April, 1958 as early as possible.

LETTER No. 5(1)/58-PRG. I, DATED THE 6TH APRIL, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENT.

SUBJECT.—*Small Savings—Promotion of in Block Areas.*

It has been repeatedly emphasised by the National Savings Central Advisory Committee that much could be done to tap the savings potentialities in the rural areas with the help of Community Development workers. Agreeing with the overall objective of promoting the Small Savings campaign in the Development Blocks through education and propagation, the Ministry had issued the necessary directives in their Circular letter No. 27 (10)/57-Prg. dated the 23rd July, 1957 as well as in a number of earlier circulars. It was not, however, at any time intended that the Village Level or extension workers should be utilised as collection agents for that would hamper their effective role in promoting their own specific responsibilities as a part of the programme of Community Development. They were, however, desired to give full cooperation to the Small Saving campaign by utilizing all opportunities for educating the villagers in the importance of savings and in promoting the necessary climate for making the campaign of Small Savings a success.

Unfortunately a few States have decided to utilise the services of Village Level Workers and of the Social Education Organisers as agents for the Small Savings. Experience shows that in view of the overriding priority being given to the increased agricultural production, the Village Level Worker is not in a position to shoulder the additional responsibility of acting as an agent for the scheme.

In the circumstances explained above, State Governments are once again requested to direct the Block agency to give the fullest Cooperation to the Small Savings Campaign through publicity and propagation of its advantages etc. without actually appointing any of them as Collection agents.

LETTER No. 1(33)/59-PRG. I, DATED THE 21ST APRIL, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS (ALL STATE GOVERNMENTS/UNION TERRITORIES).

It is generally observed that forests have of late been steadily denuded due to indiscriminate feelings, etc. which have an adverse affect on the country's economy. This process needs to be checked. The Forest Departments with their limited staff are alone not capable of arresting

this process of deforestation. It is therefore felt that the active assistance of people's institutions like village panchayats should be invoked in this work. The Government of Bihar have for some time been experimenting with such an association of village panchayats in the preservation and management of local forests. The enclosed article, "The value of Community Forests" by Shri J. N. Sinha, Chief Conservator of Forests, Bihar, describes this experiment in detail. In case other State Governments have also evolved or worked some such procedure of forest management in the light of the recommendations of the Standing Committee of the Central Board of Forestry at Mussoorie in September, 1958, this Ministry may kindly be informed of the experiences gained and views of the State Governments in the matter. Since it is proposed to discuss this subject in the forthcoming Annual Conference on Community Development, it is requested that the State Governments may kindly indicate their experiences and views to this Ministry by the 10th May, 1959 at the latest.

ENCLOSURE

The Value of Community Forests

ENCOURAGING RESULTS FROM BIHAR EXPERIMENT

BY J. N. SINHA

(Chief Conservator of Forests, Bihar)

A Forest is an unlocked property spread over the landscape, and for its conservation the active co-operation of the local population is a prime condition. This is specially so in respect of a Community Forest—that is to say, a forest between or in the vicinity of villages.

The local people are allowed, by virtue of recorded rights, to take from the annual coupes, free of charge, as much forest produce as they may need for their personal consumption, and rarely does sufficient remain for sale even to recover the expenses of management. Thus it is the "locals" whom the Community Forest chiefly serves. Yet, in the given conditions of management wholly by Government, there exists little feeling of "belonging" among the local people who, suspecting and resenting controls, perpetually try to outwit the protective staff. The result is that Community Forests, in Bihar as elsewhere, are not being protected as well as they might be. Embarrassing complaints, chiefly arising from misunderstanding and suspicion, are heard from time to time ; nor are the lower forest staff beyond the reach of temptation. The only logical course appears to be to associate the local people with management of Community Forests : this would create a sense of joint ownerships, responsibility and affection.

NOT GIVEN AWAY

The forests are not being given away to the panchayats ; the latter are only being associated with management. Put another way, it is not giving away the forest but taking in the panchayats. The Forest Department will continue with its administration and overall responsibility. Scientific management will also continue, and working plans will operate without compromise. Only in the protection and improvement of the forest will help be secured from the panchayat by effecting a psychological reorientation. Said a mukhiya (headman) of a panchayat : "We would rather put up with shortage of poles than steal, for how can we steal our own property?" Government revenue will not suffer ; rather is there a likelihood of an increase because of more economical use of forest produce by right-holders, and the consequent surplus left over for sale. The cost of management will also decrease eventually. The set-up ensures that erring panchayats will not have opportunities for destruction of forests.

The remoter of these—grouped under the term Commercial or National Forests—will continue, as now to be managed independently by the Forest Department.

The subject was introduced at a meeting of the Standing Committee of the Central Board of Forestry at Mussoorie in September 1958. The Board recommended circulation of the experience gained in Bihar and Madras for guidance and such action as the different States might deem fit.

The case for Community Forests has unfortunately been prejudiced by continual and unfair citing—out of context—of something done long ago in Madras and the results thereof. In Madras, in the twenties, sizable parts of reserved forests were virtually alienated and handed over to uncontrolled, almost amorphous, bodies called panchayats. In those days there were no statutory gram panchayats as we now know them, and the forests were simply handed over to panchayats to use as they pleased. The destruction of forests was inevitable. But in Bihar we are not handing over forests to gram panchayats, only associating them with management, with all the necessary controls and safeguards.

THREE BASIC POINTS

The scheme is based on three elementary points. (a) Those who chiefly derive benefit from the forests should have a share in their protection and management also. (b) Due conservation of forests is possible only if the local people regard them as their own property and actively help in protection. (c) When every other activity in the locality is eventually to be in the charge of panchayats, according to the concept of the Panchayat Raj Act, how can forests be excluded ?

Forest management in association with Panchayats is already having a tonic effect in the zones of experiment. Once the people begin to feel that a forest is their own, even though under the overall control of the Govrenment, and that the benefits of conservation or the evils of destruction will chiefly be theirs, they may certainly be expected to take an active interest in protection. When a forest guard patrols with the village volunteer force of the gram panchayat, there is smaller chance of public complaint against him, and the false allegations common today will not be given credence, for the guard will not be acting alone, as now.

There are a couple of points worth mentioning. (1) The panchayats are generally supposed not to have acquired a due sense of responsibility, so that to entrust forests to them is risky. (2) There is a belief that the existing state of Community Forest conservation is fully satisfactory—a supposition not supported by facts. The answers to these are as follows. (1) It is true that the scheme will have teething troubles. From this reason guarded steps are being taken after experiment. The results so far achieved believe the forebodings. (2) It must be recognized that a Community Forest cannot be adequately protected in isolation from the local population. Mere increase in the number of protective staff will not achieve the aim, for the lower executives themselves may prove a problem and, instead of plugging the leak, we may—considering the temptations of intense demand and easy money—only be creating new points of leakage.

An experiment was launched on May 24, 1958, in respect of forests covered by eleven panchayats (eight in Ranchi district and three in the bordering Palamau district). The area of Community Forests covered is 37·5 square miles. For the purposes of the experiment the legal position has not been altered or new financial commitments entered into. The overall management remains, as before, in the hands of the Forest Department, which is still answerable for the safety of the forest. In every panchayat a forest committee, with a sub-committee in each constituent village, has been formed.

The job of the such-committee is to form and supervise patrol (Van Raksha Dal) and generally take protective measures. Each patrol party is made up of six to eight villagers, and there is one party for each day of the week. The patrol party with the forest guard keeps watch even by night. Cutters who could elude the lone forest guard—or intimidate or bribe him—cannot do so with the patrolling party. The forest guard still sends up forest offence cases to the Divisional Forest Officer through the beat officer and range officer, and the power to compound offences or prosecute offenders rest as before with the DFO.

THE DIFFERENCE

But the difference is that now cases go through the panchayat, who ascertain the facts and record recommendations. Normally the DFO accepts their advice. This ensures that nobody will have grounds for complaint against the forest staff of harassment, also, there will be a feeling among the people of partnership in management. Special vigilance is being maintained by posting a gazetted officer to the experimental zone; he goes from forest to forest organising forest sub-committees, solving local problems, and seeing that the people are gradually trained in forest conservation. If at any time any of the panchayats is found intractable, the entire management of the forest will be returned to the Forest Department. The Government has taken up amendment of the Panchayat Raj Act, by which legal powers will be conferred upon gram panchayats in matters of forest management.

The experiment initiated in 1958 has yielded encouraging results which cannot escape even the casual visitor. There is an atmosphere of sober enthusiasm and a sense of responsibility among the people, who have themselves established small plantations in bare patches of forest. The panchayats are determined that nobody shall take from the common pool more than he strictly needs, with the result that a surplus is now left for sale where previously none existed. This is being sold through Forest Co-operative Societies instead of through contractors, and thus the local people gain financially.

Encouraged by the results of the first experiment, eleven more panchayats in the Simdega Sub-Division of Ranchi District, accounting for a forest area of 38·2 sq. miles, have now become associated with forest management. More and more panchayats are wanting to come in, but cautious steps are being taken. Eventually, however, it is hoped, it will be possible to cover all the Community Forests in Bihar.

Letter No. 15(26)/59/PANCH, dated the 10th July 1959, from the Government of India, Ministry of Community Development Co-operation (Department of Community Development), New Delhi, to the Development Commissioners, all State Government.

Subject.—*Utilisation of the services of ex-Servicemen in C. D. Work.*

As you are aware, the primary objective of the Community Development movement is to bring about a transformation in the social and economic conditions of the rural population, chiefly through village organisations like the Panchayats, Cooperatives, Yuvak Mandals, Mahila Mandals, etc.

2. It is felt that this huge task will be facilitated if the valuable services of our ex-servicemen, who are well known for their sense of discipline, initiative, leadership and systematic working, are also secured, in an honorary capacity.

3. In this connection, the Defence Ministry has suggested that the participation of the ex-Servicemen may be more fully realised, if a place is found for them by associating them with the bodies responsible for planning and implementing Community Development Programme at the various levels. A draft scheme is enclosed.

4. I am to request you to let us have your views on the proposal at an early date.

Enclosure

Utilisation of Ex-service Personnel in C. D. Movement.

I. *Scheme* :

The scheme is that the services of our ex-service personnel, residing in the C.D. block areas, may be fully utilised, in an honorary capacity, in the implementation of the C.D. Programme. The basic objective of the C.D. Movement is to develop village people to become strong, self-reliant and cooperative citizens. An important way by which this change in the outlook can be brought about will be to utilise, to the full, the services of our ex-service personnel.

II. *Qualities of ex-service Personnel* :

Our ex-service officers and men are well-known for their discipline, leaderships, initiative and resourcefulness. They can successfully organise villagers for group-efforts and inspire esprit-de-corps in them. They have played an outstanding part on several occassions in organising relief measures during earthquakes, famines, floods, rehabilitation of displaced persons, etc. Our average jawans are also good Kisans.

III. *Programme of work* :

Some of the ways by which their services can be utilised will be :—

(i) *Village youth programmes* :

A sense of discipline and purposiveness can be imparted to the youth through programmes of physical recreation (physical exercises, games and drill), organising excursions, camps, tours, undertaking of community programmes like sanitation, public health, laying out roads, orchards, silt clearance from tanks, etc.

(ii) *other programmes :*

The participation and example of ex-service men in economic and cultural activities will be also inestimable. They will be useful in the organisation and follow-up activities of Gram Sahayaks' Camps, Farmers' Mandals, Village Melas etc.

IV. *Organisation :*

Every State has a Soldiers', Sailors' and Airmen's Board with a Secretary at the State-level. They have similar organisations at the District-level. As the emphasis now is to promote local institutional leadership rather than individual leadership, it will be advantageous to associate representatives of the Ex-service personnel with the bodies responsible for implementing Community Development Programme at the State, District, Block and village levels. This will give the leaders of ex-service personnel an insight into the objectives, philosophy and working of the C.D. Programme and with that background, they will be in a position to advise, mobilise, participate and contribute to the furtherance of the C.D. Programme. The association may be by way of cooption to the functional Sub-Committees of the Panchayats, B.D.Cs District Development Councils and the State Coordination Committees.

LETTER NO. F.2(33)/58-PRG. I, DATED THE 5TH AUGUST, 1959, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF C.D.), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS/UNION TERRITORIES (EXCEPT ANDAMAN & NICOBAR ISLANDS AND N.H.T.A.).

SUBJECT.—*Intensive Development of Inland Fisheries—Pilot Scheme for the—.*

The Conference of the State Ministers incharge of fisheries held at Mysore during July, 1958 recommended that in order to intensify inland fishery development in rural areas, extension work should be undertaken in selected blocks and each State should undertake on a pilot basis with the help of suitably qualified staff, intensive fishery development in 2 to 5 selected C.D. blocks as a part of their fishery development programme. The experience thus gained could be helpful in drawing up the extension programme in remaining blocks. This Ministry has accordingly in consultation with the Ministry of Food and Agriculture drawn up a model scheme for intensification of fisheries development in 50 C.D. blocks throughout the country. The details of the allotment of such pilot blocks to the various State/Union Territories and of the model scheme are at Annexures I and II. The model scheme is to be treated as a guide only and the State Governments/

Union Territories may modify the same according to local conditions subject to the overall ceilings fixed. The pilot projects are to run for three years and the break up of expenditure has also been suggested in annexure II.

2. The scheme is to form part of the annual plan of the State Government/Union Territory and qualifies for financial assistance from the Ministry of Food and Agriculture to the extent admissible under G.M.F. rules. The details of the scheme may therefore be sent to the Ministry of Food and Agriculture and the same may be got approved by that Ministry. It is, however, suggested that the blocks *may be inaugurated on October* 2, 1959 and hence the State Governments/Union Territories may kindly take immediate action for implementing the scheme and for making necessary financial provisions during the current year in the annual plan.

3. Top most priority may kindly be given to this scheme.

ENCLOSURE I

Tentative Allocation of Pilot Blocks for Intensification of inland Fisheries in various States.

Andhra Pradesh	3
Assam	4
Bihar	4
Bombay	3
Jammu & Kashmir	1
Madhya Pradesh	4
Madras	4
Orissa	3
Punjab	2
Mysore	4
Rajasthan	2
Kerala	2
Uttar Pradesh	4
West Bengal	4
Delhi	1
Himachal Pradesh	1
N. E. F. A.	1
Pondicherry	1
Manipur	1
Tripura	1

ENCLOSURE II

Model Scheme of Pilot Projects for intensification of inland fisheries.

Programme :

It is proposed to take up this work in the first instance in 50 Blocks throughout the country on a pilot basis. A Pilot Fisheries Project should include the following items in its programme :—

(a) Training of V.L.Ws and Fisheries Extension Officers.

(b) Survey of cultivable waters.

(c) Establishment of fish fry rearing nurseries and demonstration fish rearing ponds.

(d) Intensive programme of fish stocking in the small ponds and tanks.

(e) Assistance to the fishermen in the form of nets, yarns, small loans and land for housing etc. so as to enable them to catch more fish.

(f) Exploitation of developed fisheries and marketing of fish.

The above programme is subject to local variations as is obtained in each State. The broad principles involved in the implementation of this programme are indicated below :

Selection of Areas :

While selecting these blocks the following aspects should be borne in mind :—

(a) Availability of suitable waters for fish culture.

(b) Availability of adequate fish seed resources within a limited range.

(c) Presence of a significant section of fishing and fish eating community in the area.

(d) Proximity of fish consuming centres to the production centres.

Each State should be able to select 2—5 such block areas for setting up Pilot Inland Fishery Development Projects.

Selection of Officers :

Success of the Pilot Project depends on the availability of technically qualified Officers to organise and to supervise the work in the blocks. It is proposed that each Block should have one such officer designated as *Fisheries Extension Assistant* with adequate training at the Central

Inland Fisheries Research Station, Calcutta or in State Fisheries Development Units. He will be assisted by a field assistant. In addition, these officers should have worked for a minimum period of three years in the State Department of Fisheries.

Training :

(a) The Extension Assistants will receive a refresher course of 4 to 6 weeks at the Government of India Fisheries Extension Units or Central Inland Fisheries Station in the Department of Fisheries whichever is convenient.

(b) The V.L.Ws of the selected blocks will be given an orientation training in fundamentals of fish culture by the Fisheries Extension Assistant. The Village Level Workers will also be given practical training in the existing fish farms maintained by the State Department of Fisheries.

Transportation :

Transport for fish fry collection and stocking work and fish marketing work, a block jeep or a suitable hired conveyance, should be made available to the fisheries staff during the appropriate seasons.

Administrative & Technical Control :

The Administrative control of the Fisheries Extension staff will vest with the Block Development Officer and the technical guidance will be provided by the State Department of Fisheries at appropriate levels. This will be co-ordinated by the Central Agencies.

Financial :

Abstract

I Year	.. ..	20,500.
II Year	.. ..	19,000.
III Year	.. ..	18,500.

(i) The cost for setting up of fish fry rearing nurseries is excluded as they are presumed to exist in the vicinity of the block.

(ii) No amount is earmarked for repair of tanks, bunds, and sluices as the tanks are maintained properly by the Village Panchayats and revenue department.

Receipts :

Since most of the waters that are being taken up for culture belong to village panchayats or private parties no receipts are shown. The benefits thus accrue to the people in the blocks.

FINANCIAL IMPLICATIONS

	I Year	II Year	III Year
I. *Staff* :			
(a) Fishery Extension Assistant. Rs.150—10—250 @ Rs. 200.	2400·00	2400·00	2400·00
(b) 1 Field Assistant Rs.40·80 @ Rs.75.	900·00	900·00	900·00
(c) T. A..	300·00	300·00	300·00
(d) Contingencies	400·00	400·00	400·00
	4000·00	4000·00	4000·00
II. *Training & Survey* :			
(a) Cost of training 10 V.L.Ws. .	500·00	..	..
(b) Printing of survey and statistics, farms and equipment etc.	500·00	..	..
	1000·00	..	..
III. *Fry Rearing Transport & Stocking* :			
(a) Cost of fry collection, nets, tin covers etc.	1000·00	500·00	..
(b) Improvements to Nurseries . .	500·00	500·00	500·00
(c) Cost of 2 lakhs of major carp fish fry at 40 a 1000.	8000·00	8000·00	8000·00
(d) Fish fry feeding charges . .	500·00	500·00	500·00
(e) Fry transport charges . . .	500·00	500·00	500·00
(f) Temporary labour for fry collection work for 4 months at Rs.40 a month.	1500·00	1500·00	1500·00
	12000·00	11500·00	11000·00
IV. *Assistance to Fishermen & Fish Farmers*:			
(a) Subsidies to 10 farmers at Rs.100 per farmer.	1000·00	1000·00	100·00
(b) Assistance to 50 fishermen at Rs. 50 each for purchase of nets and yarn.	2500·00	2500·00	2500·00
	3500·00	3500·00	3500·00
I	4000·00	4000·00	4000·00
II	1000·00	..	..
III	12000·00	11500·00	11000·00
IV	3500·00	3500·00	3500·00
	20500·00	19000·00	18500·00

I. *Varieties of fishery recommended for stocking:*

(a) *Catla Catla*

(b) *Labeo rohita*

(c) *Cirrhina mrigla*

(d) *Labeo Calbasu*

(e) *Cyprinus Carpio Var Specularis*

(f) *Local Carps* ..

II. *Equipment needed for the Pilot Project Fishing Unit:*

1. Acquarium jars, Specimen Jars, Aquarium tanks.
2. Tin Carriers
3. Dragnet, cast net, Mosquito curtain cloth, fry collection nets, etc.

LETTER No. 4(1)/59-Prg. I, DATED THE 5TH AUGUST, 1959, FROM THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS.

SUBJECT.—*Schemes for prize competitions among village level workers and villages during 1959-60—Uniform proforma for assessment.*

I am directed to refer to this Ministry's letter of even number dated the 18th April, 1959 forwarding a list of sub-items tentatively selected to serve as a guide for the assessment of work done by the Village Level Workers and Villages (copy of list enclosed) and to state that the comments of the State Governments have been carefully considered in the Ministry. It has finally been decided that the items suggested in the list would from the basis of assessment and the State Governments/Union Territories may select all or some of these items subject to minor changes according to local conditions.

ENCLOSURE I

List of Items for the Assessment of Achievements of V.L.Ws

ANIMAL HUSBANDRY

Village Level Workers:

(1) No. of animals treated in villages for minor ailments.

(2) No. of castrations done.

(3) No. of private individuals induced to start poultry farming.

(4) No. of poultry and/or hatching eggs distributed.

(5) No. of silo pits got dug and filled.

(6) No. and quantity of fodder seeds, slips, cuttings and roots distributed.

(7) No. of fodder trees planted.

(8) No. of useless cattle collected and sent to Gosadhans.

(9) No. of livestock shows including poultry shows and calf rallies organised and/or assisted.

(10) Any other outstanding activity in animal Husbandry for which the V.L.W. is directly or indirectly responsible.

Note :—The assessment of the quantity and quality of work done by the V.L.Ws should be based on the records maintained and the opinion offered by the Block Animal Husbandry Extension Officer.

CO-OPERATION

Village Level Workers :

(Information will relate to the whole circle.)

(1) Percentage of villages covered by Service co-operatives.

(2) Percentage of rural families covered by Service Co-operatives.

(3) Average loan per member.

(4) Percentage of overdues to total outstandings for all the Societies within the circle.

(5) Quantity of produce marketed through nearest marketing co-operatives.

(6) Quantity of seeds, fertilisers and other supplies distributed by the co-operatives.

AGRICULTURE

For the Villages :

(Information will relate to the competing villages only.)

For Village Level Workers :

(Information will relate to the entire circle of the competing Village Level Worker.)

(1) Percent of rural families producing compost.

(2) Area green manured as percentage of net cropped area.

(3) Percent of families registered for multiplying green manure and improved seeds for their own use as well as for distribution to others.

(4) Percent of families adopting any three of the following :—

(i) Adoption of recommended soil conservation measures.

(ii) Adoption of recommended water conservation measures.

(iii) Use of fertilisers.

(iv) Use of plant-protection materials.

(v) Use of improved-methods of cultivation.

(5) Percent of rural families which have participated in any two of the following between 1st April, 1959 and 30th September, 1959.

(i) Kharif production campaign.

(ii) Agricultural Training Camp.

(iii) Young Farmers' Clubs.

(iv) Dicussions held at the sites of demonstrations.

IRRIGATION

(1) Total cultivated area in the block.

(2) Area for which irrigation facilities are available.

(3) Actual area irrigated during the year 1958-59, and

(4) the actual area irrigated during the year, 1959-60.

Enclosure II

List of items for the assessment of achievements of Villages.

ANIMAL HUSBANDRY

Villages :

(The general response of the village and its contribution to improved methods of breeding, feeding, management and disease control as recorded by the Animal Husbandry Extension Officer under the following sub-headings may be taken into account).

(1) Maintenance of breeding bulls.

(2) Elimination of scrub bulls.

(3) Surrender of useless cattle to Gosadhans.

(4) Response to Artificial Insemination Centre, if any, in the area.

(5) Management of common grazing land.

(6) Cultivation of fodder and raising of fodder trees.

(7) Preservation of fodder as hay and silage.

(8) No. of exhibits including cattle, sheep and poultry selected for participation in district and State livestock shows and the number of prizes won.

(9) Treatment from livestock epidemics through prompt reporting of outbreaks and undertaking of suitable preventive measures against them.

(10) No. of livestock sold and their species.

(11) Quantities of milk, eggs and wool sold.

CO-OPERATION

Villages :

(1) Percentage of families served by the co-operative.

(2) Average loan per member.

(3) Percentage of overdues to outstandings for the Society.

(4) Audit classification of the Society.

(5) Quantity of produce marketed through nearest marketing co-operative.

(6) Quantity of seeds, fertilisers and other supplies distributed by the co-operatives.

AGRICULTURE

For the Villages :

(Information will relate to the competing villages only.)

For Village Level Workers :

(Information will relate to the entire circle of the competing Village Level Worker).

(1) Percent of rural families producing compost.

(2) Area green manured as percentage of net cropped area.

(3) Percent of families registered for multiplying green manure and improved seeds for their own use as well as for distribution to others.

(4) Percent of families adopting any three of the following :—

(i) Adoption of recommended soil conservation measures.

(ii) Adoption of recommended water conservation measures.

(iii) Use of fertilisers.

(iv) Use of plant-protection materials.

(v) Use of improved-methods of cultivation.

(5) Percent of rural families which have participated in any two of the following between 1st April, 1959 and 30th September, 1959.

(i) Kharif production campaign.
(ii) Agricultural Training Camp.
(iii) Young Farmers' Clubs.
(iv) Discussions held at the sites of demonstrations.

IRRIGATION

(1) Total cultivated area in the block.
(2) Area for which irrigation facilities are available.
(3) Actual area irrigated during the year 1958-59, and
(4) the actual area irrigated during the year, 1959-60.

LETTER No. F.2(33)/58-Prg. I, DATED THE 28TH AUGUST, 1959, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS/ UNION TERRITORIES (EXCEPT ANDAMAN & NICOBAR ISLANDS & N.H.T.A.)

SUBJECT.—*Intensive Development of Land Fisheries—Pilot Scheme for the.*

In continuation of this Ministry's letter of even number dated the 5th August, 1959 on the above subject, I am directed to say that wherever Cooperative Societies of fishermen exist, they should be actively associated with the execution of the Pilot Scheme, specially in the matter of routing assistance to fishermen and exploitation and marketing of fish. Where such societies do not exist efforts may kindly be made to establish them.

D.O. No. 7(7) (14)/59-Prg. II, DATED THE 23RD SEPTEMBER 1959, FROM SHRI S. CHAKRAVARTI, ADDITIONAL SECRETARY, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION, NEW DELHI TO ALL DEVELOPMENT COMMISSIONERS.

Children's Day celebrations on the 14th November have become a special feature of the Community Development Programme. As you know in Tandan's D.O. letter No. 6 (7) (iii)/58-Prg. II, dated the 10th September, 1958, it was suggested that your endeavour might be concentrated on the collection of gifts of real use and lasting value for the children of the country. While donation of gifts of the nature indicated in Tandan's letter (copy* enclosed) would be most welcome, you will agree that in order to retain the spontaniety and vitality of the programme, activities should centre more and more around new and more purposive fields. The basic object is to enthuse children into

*Not printed

creative activities and inculcate in them a desire to render useful service to the community so that they may grow into useful citizens. I am therefore to suggest that in addition to the usual programme, the following items may be highlighted in the current year's celebrations :—

(i) Formation of new Balmandirs.

(ii) Establishment of new Mahila Mandals and strengthening of the existing ones. Special meetings of the Mahila Mandals may be held to consider and affirm their determination to enrol girls in schools.

(iii) Organising visits of school children from one block to another and deputation of a new outstanding children to participate in the celebrations arranged at District Headquarters.

(iv) Formation of Art and Aesthetic centres in selected middle and high schools.

(v) Opening of cooperative stores in selected schools.

(vi) Opening of hostels for women teachers and school going boys.

The Indian Council for Child Welfare have also drawn up a comprehensive programme for the occasion. A copy of their programme is enclosed. It will be for the State Government to select the particular form of gift and the particular form of activity suitable for the various areas in the State and thereafter to launch a vigorous drive to make both the day and the activities surrounding it memorable.

A reply intimating the gifts and the activities may kindly be sent to the Ministry not later than the 5th November, 1959.

Yours sincerely,

S. CHAKRAVARTI.

Enclosure

INDIAN COUNCIL FOR CHILD WELFARE

Draft outline of the programme for the Children's Day (14th Nov. 1959)

Theme :

"The maladjusted child must be re-educated;

The orphan and the waif must be sheltered and succoured".

1. (i) To secure messages from the President of India (The Vice-President of India), the Secretary General of the U.N., the Executive Director of UNICEF, the President and the Secretary-General of the IUCW, Geneva.

(ii) To secure messages from the President of the ICCW.

2. Dr. Rajendra Prasad, President of India, to be requested to broadcast to the country on the eve of the Day, as in 1958.

3. To request journal like :

(i) Kurukshetra

(ii) Social Welfare

(iii) Samaj Kalyan

(iv) Shankar's Weekly

(v) ICCW Newsletter

(vi) Devanampiya

(vii) Bal Gopal

(viii) Indian Journal of Child Health and

(ix) Many other Magazines in English and regional languages meant for children and child welfare workers to take out Special Numbers.

4. To request newspapers to publish Special Articles of Child Welfare significance and to write editorials. To help the press, by issuing background material and articles specially written for the occasion.

5. To persuade and help Union and State Governments, State Councils and other agencies to print posters for the occasion in Hindi, English and regional languages. To provide background material prepared by IUCW and the ICCW for facilitating poster production and other publicity material.

6. To request All India Radio to have :

(1) Special Children's Programmes

(2) Symposia on the theme of the Day in English, Hindi and regional languages

(3) A special newsreel

(4) A special national programme and

(5) Programmes for rural listeners, workers and women based on the theme.

7. To request the Films Division to produce a documentary film on progress of child welfare movement since Independence under a suitable title.

8. To request the Posts and Telegraphs Department, Government of India :

(1) to take out special stamp related to the theme of the day.

(2) to make special franking arrangements in Delhi, Bombay Madras, Calcutta, Nagpur, Bangalore, etc. as in 1958 and

(3) to collect on additional cess on the Children's Day Stamps.

9. To request Child Welfare and Educational Institutions, Agencies and Organisations :

(1) to inaugurate their new programmes on that Day ;

(2) to utilise the occasion to popularise the cause of Child Welfare and

(3) to organise Children's Fairs, Festivals, Exhibitions depicting Child Welfare Movement in India and its aspects.

10. To request and help the Children's Films Society and distributors to arrange special film shows for children in as many cities as possible.

11. To appeal and help the Cinema Exhibitors throughout the country to organise one Special Film Show of a good feature film, Indian or Foreign, suitable for young audiences, on that Day, in each of the theatres.

12. To appeal to all Film Exhibitors all over the country to contribute income of one show from the Day's collections to the funds of the State Councils.

13. To request and help the Cinema Theatre Management to show slides inviting attention to the Day. A few slogans to be circulated for use.

14. To appeal to advertisers and advertising agencies to draw up their advertisements for the Day, all over the country, in such a way as would :

(1) emphasis the significance of the Day;

(2) invite the attention of the people to the needs of children.

15. To help organise Children's rallies in all the capitals of States and Centrally Administered Areas with emphasis or their organisations by children and entertainment for children.

16. To distribute national awards for outstanding service and outstanding courage in the Capitals of States and Centrally Administered Areas.

17. To help all the schools to have special programmes for the Day including the following :

(1) Parents meetings;

(2) Participation in general rallies and exhibition of children's books, handicrafts and other creative work;

(3) Listening to Radio Programmes.

(4) Cultural programmes including stories and folk songs of significance and

(5) Organisation of sports meets.

18. To request Local authorities and the Community Projects Areas to inaugurate Primary Schools, Pre-Primary Schools, Play Parks Maternity and Child Welfare Centres, Children's Institutions and Services, drives of Child Welfare significance etc. on that Day.

19. To request the Newspapers to insert a banner line of the following or similar description in their 14th November editions; "Children need your love and help. Contribute liberally for Child Welfare Programmes".

20. To organise Fund collection drives on systematic lines with a greater number of volunteers than before, welfare publicity throughout the country. (This programme will be the programme of the State Councils. The ICCW will help with the State Council with a view to helping them raise funds).

21. While implementing the above programme the International aspect of the occassion will be carefully remembered.

D.O. No. 16(7)/60-Prg. I, DATED THE....FROM SHRI B. MUKERJI, JOINT SECRETARY, MINISTRY OF COMMUNITY DEVELOPMENT & CO-OPERATION, NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS (BY NAME).

I am enclosing a copy of a resolution setting up a Study Team for formulating a scheme for rural-cum-urban projects after examining the various facts of the problem. As the time at the disposal of the team is rather short and the field of study is almost new, we would need your assistance both in the matter of drawing up the programme for visiting selected block headquarters and in making study as profitable as possible.

The first step to be taken is to select a few blocks whose headquarters can be visited by the team. In making the selection the following points may kindly be kept in view :

(i) Only older blocks which would be entering stage III during the third Plan should be selected.

(ii) The headquarters of the blocks selected should be easily accessible so that as little time as possible is spent in journeys.

(iii) Appreciable development in the economy of the block with resulting development at the block headquarters should have taken place, and they should possess potentialities for further development having regard to power resources, communication and growth of small scale industries.

After the blocks have been selected we would like to get in touch with the Block Development Officers concerned directly, if there is no objection for quicker correspondence. They may kindly be instructed to provide necessary facilities to the team in the matter of stay and transport and collection of material for the study.

As will appear from the resolution the terms of reference of the study team are :—

(1) To examine the trend of population in a few selected Block Headquarters.

(2) To examine the precise nature of the requirements in terms of the objective developments which have taken place and the different ways in which these might be approached.

(3) To frame a type scheme to be taken up in the proposed Urban-cum-rural units for generating additional employment opportunities on an Agro-industrial base.

I would be writing later about the precise information. We would like the Block Development Officer to collect for us and what other assistance the team will require for studying the problems.

I will be grateful if the selection is made very early and the names of the selected blocks communicated to me.

Enclosure

(To be published in the Gazette of India Part I, Section I.)

MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT)

RESOLUTION

New Delhi, the 18*th January,* 1960.

No. 8(VI)/Bd/59.—In the Second Five Year Plan it has been envisaged that during 1951-61 urban population would increase by 33 per cent, a rate of urbanisation somewhat higher than the decade 1931-41. The Foodgrains Enquiry Committee headed by Shri Asoka Mehta also observed that in recent years the urban population in India has increased at an annual rate more than twice as large as that shown by the total population. Having regard to this rising trend in urban population, creation of new centres of small scale industrial production closely coordinated with rural development its fundamental to

national development, for in no other way can be present occupational imbalance between agriculture and industry, between village and town, be corrected. With the development of power resources and communications and the growth of small scale industries, the scope for establishing Rural-cum-Urban Township at the Block Headquarters has steadily increased. About 600 blocks would be entering Stage III during the Third Plan Period of which 100 block headquarters may be taken up for further development as rural-cum-urban Townships.

2. The Government of India have, therefore, decided to set up a Study team for the purpose of touring some selected Block Headquarters in order to examine the various facets of the problems and to formulate a scheme for rural-cum-urban projects on an agro-industrial base.

3. The Study Team will consist of the following :—

Chairman

1. Shri B. Mukherjee, I.C.S., . . Joint Secy., Ministry of Community Development & Co-operation.

Members

2. Dr. D. K. Malhotra . . . Member Secretary, Research Programme Committee, Planning Commission.

3. Shri M. S. Bhatia . . . Housing Adviser, Ministry of Works, Housing & Supply.

4. Prof. V. L. D'Souza . . . Economist, Central Regional and Urban Planning Organisation.

5. Shri J. N. Tewari . . . Joint Director, Programme Evaluation Organisation, Planning Commission.

6. Shri R. V. Ramiah . . . Director (Industries Development) Ministry of Commerce & Industry.

4. The terms of reference of the Study team will be as follows :—

(1) To examine the trend of growth of population in a few selected Block Headquarters.

(2) To examine the precise nature of the requirements in terms of the objective developments which have taken place and the different ways in which these might be approached.

(3) To frame a type scheme to be taken up in the proposed Urban-cum-rural units for generating additional employment opportunities on an Agro-industrial base.

5. The Study team will submit its report within three months from the date of its formation.

Ordered that a copy of this Resolution be communicated to all concerned.

Ordered also that this Resolution be published in the Gazette of India for general information.

LETTER No. 16(5)/60-Prg. I, DATED THE 24TH FEBRUARY, 1960, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS/ UNION TERRITORIES.

In this Ministry's letter No. 19 (87)/58-Prg. I dated the 20th November, 1958, great emphasis was laid on the desirability of evolving programmes after taking into account the varying local conditions and basing them on the requirements of the individual areas particularly special areas like dry areas, coastal areas, hilly areas, tribal areas and blocks near cities and towns. Among such special regions, the hilly areas stand on a strikingly different footing in view of their terrain. difficult communications and scattered population. The outlying villages are far away from the Block Headquarters and almost beyond the reach of the staff located at the Headquarters except at great intervals. To meet this situation it seems necessary to adopt a different pattern of location of institutions and services in the hilly areas. In one State in blocks of this kind 3 to 4 sub-headquarters have been set up at strategic points in addition to the Central Block Headquarter. At these sub-block Headquarters a number of activities are clustered so that the people of even remote and outlying villages are able to avail of the facilities and services which have been provided. These activities and services can be of the following nature :—

(1) Maternity and Child Welfare Centre as a sub-centre of the Health Centre.

(2) Cooperative godowns.

(3) Middle school.

(4) Community Centre-cum-Information Centre-Library.

(5) Private fisheries, Poultry or Horticulture Extension Centres subsidised by funds under the head 'Agriculture and Animal Husbandry' in the C. D. Budget.

(6) Veterinary First-Aid Centres through stockmen provided for in the Block personnel.

(7) Village Industries Production Centres subsidised by Budget provision under Industries.

(8) Khadi and Village Industries Centres promoted by the Khadi and Village Industries Commission.

(9) Handicraft Centres promoted by the Handicraft Boards.

It is recognised that the location of these activities cannot be determined only on the considerations mentioned above but would be often conditioned by a number of other factors. What is suggested in that where the clustering of some services in a few sub-headquarters in the manner suggested is possible, this may be done. It is also recognised that only a few of the services can be clustered in one sub-headquarter. The above list, should therefore, be treated only as illustrative. It is also not intended that clustering should entail any shifting from the villages where the activities might have already been introduced. It is, therefore, recommended that this pattern may kindly be introduced to the extent possible.

LETTER No. F.16(1)/60-Prg. I, DATED THE 1ST MARCH, 1960, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ALL STATE GOVERNMENTS/ UNION TERRITORIES.

SUBJECT.—*Utilisation of Ex-Defence Personnel for National Extension Service and Community Development.*

I am directed to invite a reference to Community Projects Administration circular No. CPA/36/53 dated the 20th May, 1953 on the above subject (printed at page 270 of the publication C.P.A. series 35—Important letters issued by the Community Projects Administration) and to say that information available indicates that the percentage of ex-servicemen employed in C. D. Programme has been very small. It is felt that there is still much scope for skilled, semi-skilled and other categories of ex-Defence personnel being advantageously employed in the C.D. Organisation. It is therefore, requested that efforts may be made to recruit ex-servicemen as far as possible, for various posts for which they are qualified, and, other things being equal, preference may be given to them.

LETTER NO. 13(1) (1)/60-Prg. II, DATED THE 31ST MAY, 1960, FROM GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO THE DEVELOPMENT COMMISSIONERS, ANDHRA PRADESH, ASSAM, BIHAR, DELHI, HIMACHAL PRADESH, JAMMU & KASHMIR, KERALA, MADHYA PRADESH, MADRAS, MYSORE, ORISSA, PUNJAB, RAJASTHAN, UTTAR PRADESH, WEST BENGAL, GUJERAT AND MAHARASHTRA.

SUBJECT.—*Co-ordination of the activities of Vijnan Mandirs with the Community Development Programme.*

In continuation of Shri B. Mukerjee's demi-official letter No. 13(1) (1)/60-Prg. II, dated the 23rd March, 1960, on the above subject, I am directed to request that as there is acute paucity of transport facilities in the rural areas, the Block Officers should be instructed to help the Vijnan Mandir Officers by taking the Vijnan Mandir Officers with them on tour whenever possible. It should be possible to draw up common tour programmes by mutual consultation.

2. As a further measure of effective coordination of activities of the Vijnan Mandirs with the Community Development programme, the Block Development Committees of the blocks, where Vijnan Mandirs are located, may be instructed to invite officers of the Vijnan Mandirs to the meetings of the Blocks Development Committees. As Panchayat Samities would also benefit by inviting the Vijnan Mandir Officers, Samities of such blocks where Vijnan Mandirs are located, may also be requested to consider inviting Vijnan Mandir Officers to their meetings.

3. Action taken/proposed to be taken on the above suggestions may kindly be intimated to this Ministry as well as the Ministry of Scientific Research and Cultural Affairs.

D.O. No. 7(6)/1/58-Prg. I, DATED THE 4TH JUNE, 1959, FROM SHRI ABID HUSSAIN, I.A.S., DEPUTY SECRETARY, TO THE GOVERNMENT OF INDIA, MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT), NEW DELHI, TO ALL DEVELOPMENT COMMISSIONERS.

The question of popularising cow dung gas and manure plant for villages has been re-examined in the Ministry, in consultation with the Ministry of Food and Agriculture. Accordingly, in partial modification of this Ministry's letter No. 7(6)/1/58-Prg. I, dated January 27, 1959, it is proposed to set up in the initial stage five plants, as an experimental measure, in a block around such Agricultural Extension Training Centres where agricultural workshops are attached. If the State is